R E P O R T R E S U M E S

ED 019 305 UD 000 247

THE QUEST FOR RACIAL EQUALITY IN THE PITTSBURGH PUBLIC SCHOOLS. ANNUAL REPORT, 1965.

PITTSBURGH BOARD OF PUBLIC EDUCATION, PA.

PUB DATE SEP 65

EDRS PRICE MF-$0.25 HC-$2.20 53P.

DESCRIPTORS- *BOARD OF EDUCATION POLICY, *EDUCATIONAL EQUALITY, *PROGRAM PLANNING, *COMPENSATORY EDUCATION, *SCHOOL INTEGRATION, BUS TRANSPORTATION, POPULATION TRENDS, SCHOOL CONSTRUCTION, SCHOOL FUNDS, EDUCATIONAL PARKS, EDUCATIONAL OPPORTUNITIES, LEADERSHIP, CONSULTANTS, SCHOOL ORGANIZATION, SCHOOL ZONING, SCHOOL PERSONNEL, PITTSBURGH, PENNSYLVANIA

THIS REPORT FURNISHES AN ACCOUNT OF THE POLICIES OF THE PITTSBURGH PUBLIC SCHOOLS ON RACIAL INTEGRATION AND EQUALITY OF EDUCATIONAL OPPORTUNITY. PRINCIPLES, PRACTICES, AND PLANS FOR THE FUTURE ARE DETAILED, AND SPECIAL PROBLEM AREAS ARE IDENTIFIED. COMPENSATORY EDUCATION, EVEN IF IT IMPLIES DELAYED INTEGRATION IN SOME INSTANCES, IS SEEN AS THE BEST IMMEDIATE ROUTE TO DESEGREGATION. SHIFTING POPULATIONS AND THE IDEA OF A "BALANCED" SCHOOL ARE CONSIDERED. THE FEASIBILITY OF BUSING STUDENTS AND THE PLACEMENT OF NEW SCHOOLS ARE ADDITIONAL PROBLEM AREAS DISCUSSED. CONSIDERATION IS GIVEN TO THE CONCEPT OF THE EDUCATIONAL PARK AS A PROMISING PROPOSITION FOR LARGE-SCALE INTEGRATION. AN APPENDIX CONTAINS A BRIEF ACCOUNT OF PARALLEL EFFORTS AND PROBLEMS IN OTHER LARGE CITIES. (AF)

F5103957
00247

ED019305

THE QUEST FOR RACIAL EQUALITY
in the PITTSBURGH PUBLIC SCHOOLS

INFORMATION RETRIEVAL CENTER ON THE DISADVANTAGED
Ferkauf Graduate School of Education, Yeshiva University

PROBLEMS • PRINCIPLES • PRACTICES • PLANS

UD 000 247

Consistent with recent annual reports of the Board of Public Education, a single central theme has again been selected — racial equality — for the report to citizens for 1965. No other subject more urgently demands public understanding in the mid-1960's.

In keeping with conventional annual reporting practice, the fiscal statement for the last completed fiscal year is included.

Pittsburgh

The Annual Report for 1965 • Board of Public Education • Pittsburgh, Pa.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

THE QUEST FOR RACIAL EQUALITY in the PITTSBURGH PUBLIC SCHOOLS

PROBLEMS • PRINCIPLES • PRACTICES • PLANS

UD 000 247

THE ANNUAL REPORT 1965

September, 1965 • Board of Public Education • Pittsburgh, Pa. 15213

RE

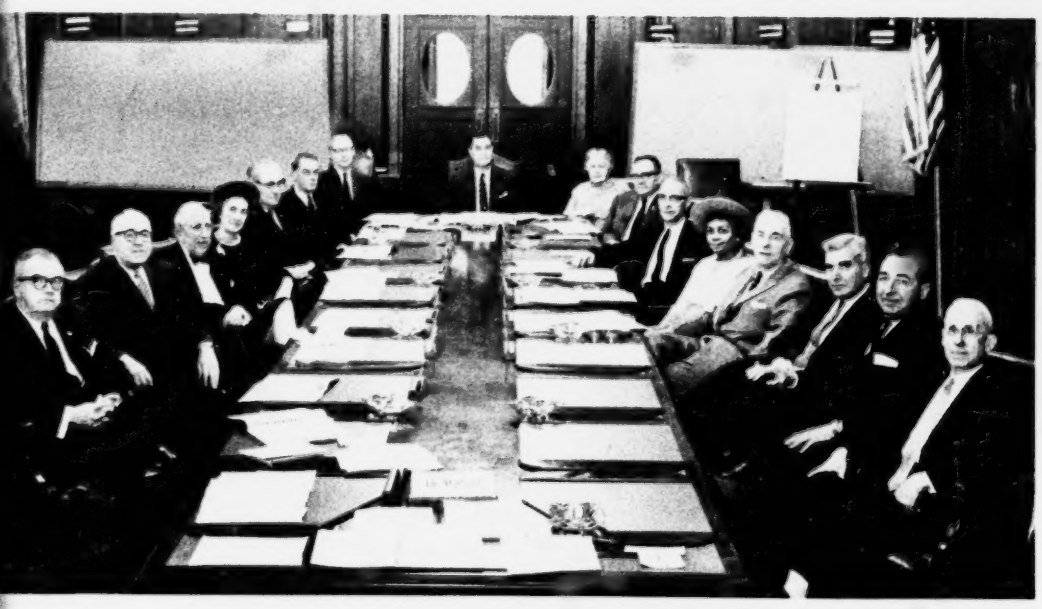
THE QUEST FOR RACIAL EQUALITY in the PITTSBURGH PUBLIC SCHOOLS

This report is addressed to all the people of Pittsburgh. It seeks to declare the position of the Board of Education on the subject of racial equality in the schools. It is a statement, as starkly honest as we can make it, of the progress so far and of the large, unfulfilled hopes that we in the Board of Public Education have for Negro boys and girls in the Pittsburgh Public Schools. It is a statement of the frustrations and contradictions confronting the Board on this immensely difficult subject. The report is intended neither to pacify Negro citizens, nor to console or reassure white citizens. It is a diary of the work of the Board of Education on the most critical problem in urban America — the assurance of equal educational opportunity for all our children.

We will disappoint the civil rights advocates who look for sudden integration but who give little help in concrete counsel toward solutions. We will startle the white citizen who seeks to live in white isolation. We will disturb those, both Negro and white, who think that the social revolution of 1965 will pass over soon and that we will return to the old ways. We will not return to the old ways, and your Board of Education is determined that every possible resource of the schools shall be invested in the education of every Negro child for his ultimate, genuine integration by his own choice and by his own worth. We and our faculty declare ourselves in this report prepared to take every reasonable and rational means at our disposal to achieve this goal.

We believe that a lifetime of work remains to be done.

Respectfully submitted,
The Board of Public Education



William H. Rea, President
Maxine G. Aaron
Stanton Belfour
Robert H. Burdett
J. A. Feigel
Mary C. Hazard
J. Garfield Houston
Richard F. Jones
Mary Frances Klein
Gladys McNairy
Louis J. Reizenstein
Edgar A. Roth
W. R. Tighe
Richard B. Tucker, Jr.
J. B. Warden

September, 1965

TABLE OF CONTENTS

	Page
Introductory Letter of the Board of Public Education of Pittsburgh	2
I. PURPOSE	5
A Statement of Policy on Integration	5
A Statement of Policy on Equal Educational Opportunity	5
Terminology	5
The Law	6
II. PROBLEMS	7
Racial Shift in Pittsburgh	7
The Impact on Our Public Schools	7
A Losing Battle	10
Relocation of High School Pupils	12
Other Large Cities	12
Academic Achievement by Negro Pupils in the Pittsburgh Public Schools	13
Extracts from the Fels Study	15
Conclusions, as we view the problems	16
III. PRINCIPLES	17
IV. PRACTICES AND PLANS	18
These Are the Things We Are Doing	19
Employees	19
Professional Staff	19
Professional Staff Quality	22
Non-professional	24
Construction of Schools	25
Correction of District Lines	25
Instructional Materials	25
Curriculum Content	29
College Opportunities for Negro Students	29
School College Orientation Program	30
Other Opportunities	30
Compensatory Education	30
Pre-Primary Education	33
Occupational-Vocational-Technical Education	34
New Programs in Compensatory Education	35
The Revised Pupil Assignment Policy	36
Work with Consultants	36
Local Consultants in Government and Civic Affairs	37
Special Consultations with Local Civil Rights Groups	37
Nationally Recognized Consultants	38
Harvard University Consulting Team	39
Other Consultants	39
Student Involvement	39
These Are the Things We Are Planning	40
Urban Teacher Project	40
Selection of School Sites	40
City-Wide School Boundary Study	40
Education Park	40
Massive Reorganization of High Schools	43
SUMMARY OF PROBLEMS, PRINCIPLES, PRACTICES, AND PLANS	44
SOME HARD THOUGHTS	45
Investment in Education	45
The Flight of the Whites	45
The Need for Responsible Leadership	45
Finances	45
The Education Park	46
Other Governmental and Civic Agencies	46

Page

APPENDIX: THE EXPERIENCE OF OTHER LARGE CITIES 47

FISCAL STATEMENTS 49-52

TABLES, CHARTS, AND EXHIBITS

Table I	Trend in Number and Percent of Negro and White Pupils; 1945 to 1965	7
Chart A	Change in Racial Composition of the Public Schools; by Decades; 1945-1965. .	8
Table II	Schools with Increases of 5% or More in Negro Enrollment; 1957-1965.	8
Charts B-1 & B-2	Shift in Racial Composition by Percent; 1955 to 1965	9
Chart B	Degree of Racial Balance or Imbalance by Percent; 1965	9
Table III	Number and Percentage of Schools with 80% or More Negro Enrollment; 1950-1965	10
Table IV	Percentage of Total Negro Pupils Schools with 80% or More in Negro Enrollment; 1950-1965	11
Table V	Racial Composition of Secondary Schools Now Enrolling a Majority (50%+) of Negro Students; 1955-1965	12
Table VI	Schools in Selected Northern Cities with 90% or More Nonwhite Enrollment; 1960	13
Chart C	Median Grade Equivalent Scores, Pittsburgh Elementary Schools, June, 1964. .	14
Table VII	A Comparison of Sixth-Grade Achievement Test Scores by Grade Equivalents; June, 1964.	16
Table VIII	Negro Professionals and Total Professional Staff; 1954-1964	19
Table IX	Schools with One or More Negro Teachers; 1959-1964	20
Table X	Composition, by Race, of Teaching Staffs in Selected Secondary Schools; 1962 and 1964	20
Table XI	Composition, by Race, of Teaching Staffs in Selected Elementary Schools; 1962 and 1964.	21
Table XII	Negro Personnel in Administrative-Supervisory Positions; 1955-1964	21
Table XIII	Total Public School Teaching Experience of Teachers in Team Teaching Schools' Staffs and the Total Elementary School Faculty; October 1964	22
Table XIV	Educational Preparation of Teachers in Team Teaching Schools' Staffs and the Total Elementary School Faculty; October 1964	23
Table XV	Full-time Substitute Teachers on the Team Teaching School Staffs and in All Other Elementary Schools; 1957-1964	24
Table XVI	Recent Hiring of Nonprofessional Employees, by Race	24
Table XVII	Recent Promotion of Nonprofessional Employees, by Race.	24
Table XVIII	New Schools (since 1954) Serving Racially Integrated Enrollments.	25
Exhibit A	Letter to Textbook Publishers	26
Exhibit B	Newspaper Reports on Textbooks	27
Exhibit C	Newspaper Report on Textbooks.	28
Table XIX	Scholarship Recipients from Schools Having Large Negro Enrollments; 1961 to 1964.	31
Table XX	Report of Scholarships Received by Graduates of Pittsburgh Public High Schools; June 24, 1964.	31
Table XXI	Growth of Programs in Compensatory Education; Selected Elementary Schools; 1960-1965	33
Table XXII	Growth of Investment in Compensatory Education; Elementary Schools; 1960-1965.	34
Appendix	The Experience of Other Large Cities	47
Fiscal Statements		49-52

The Pittsburgh Board of Public Education

September 1965

THE QUEST FOR RACIAL EQUALITY IN THE PITTSBURGH PUBLIC SCHOOLS: PROBLEMS, PRINCIPLES, PRACTICES, PLANS

I. PURPOSE

It is the purpose of this study to declare clearly the position of the Pittsburgh Public Schools on the subject of racial integration and equality of educational opportunity for all children. The policies and ensuing actions of the Board of Public Education on these subjects have been self-evident for some years, as successive measures have been taken to improve the educational circumstances of all boys and girls, especially Negro children, in our City. This report furnishes an accounting of our policies, principles, practices, and plans, and declares, with all possible candor, the problems now remaining.

This is not a success story. It is a statement of the tremendous social demands now directed toward the public schools. This Board is determined to meet those demands honestly, creatively, and with full awareness of the responsibility vested in it for the education of Pittsburgh children.

The following policy statements of the Board of Public Education are basic and are necessary to an understanding of this report as a whole:

A Statement of Policy on Integration

The Pittsburgh Board of Public Education deplores the segregation of children for reason of race, religion, economic handicap, or any other difference. We face a situation we inherited and did not create. Our Board has never initiated or encouraged de facto segregation. Instead, we have seized upon opportunities to prevent and alleviate it. The ideal of American education has been service to all the children of all the people, brought together in schools and classrooms for the optimum fulfillment of every individual. Every reasonable and constructive measure that can be afforded will be taken for the ultimate elimination of de facto segregation in our schools.

A Statement of Policy on Equal Educational Opportunity

The best hope for an integrated society rests upon the education of the children of minority groups who for reason of racial differences have suffered through generations of suppression, despair, and poverty. Equal educational opportunity for these children calls for a larger investment and sacrifice by our society than for the typical or middle class child, if our long-term hopes for integration are to be realized. The combined shackles of racial discrimination and poverty must be broken. Since the problems of racial discrimination and poverty are problems of the total community, they can only be broken by the schools in partnership with other governmental and social agencies. The Pittsburgh Board of Public Education will continue and will extend those measures termed "compensatory education" through every reasonable and educationally sound process that can be afforded.

Terminology

Any report such as this, which deals with the facts of a major social revolution, risks the use of words which have acquired emotional overtones. We have not tried to avoid these words. We speak of "deprived neighborhoods" as those sections of the city where social, economic, intellectual, and residential

conditions are low. While not all Negroes by any means are deprived, nor is deprivation confined to Negroes, the fact remains that most of our deprived neighborhoods are occupied primarily by Negroes, and most of our Negro families and children are deprived in one way or another. Many other terms in our current vocabulary stir emotional reactions from Negro or white. Such terms include de facto segregation, busing, racial balance, slums, ghetto neighborhood schools, forced integration, etc. We use these terms without apology or undue explanation. They are meaningful terms, contemporary to contemporary problems.

The Law

During the past ten years there has been a succession of court cases dealing with de facto segregation. Many have dealt with conditions in cities of the North and West not greatly different from Pittsburgh. While litigation will undoubtedly continue, and courts may gradually change their posture, the following summarizes the present state of the law:

1. Where Boards of Education have established school boundaries that clearly gerrymander neighborhoods to provide an artificial separation of Negro and white children in schools, such actions have been found illegal. (Decision by federal court on case arising in New Rochelle, New York; 1961.)

2. Where, by reason of segregated housing and neighborhood (de facto) segregation, natural and unintentional separation of Negro and white children in schools has occurred, Boards of Education have not been required to correct the resulting segregation. (Decisions by federal courts on cases arising in Gary, Indiana, 1963, and Kansas City, Kansas, 1964; U.S. Supreme Court declined to review lower court findings.)

3. Where de facto segregation exists, school authorities may consider the race of children, along with other factors, in attempting to alter this segregation to effect better racial balance in schools. (Decisions by federal courts on cases arising in Brooklyn, New York, 1964, and Malverne, New York, 1964; U.S. Supreme Court declined to review lower court findings.)

While these court decisions are of interest, the Pittsburgh Board of Public Education does not limit its action merely to what it must do to comply. It chooses, as its moral responsibility, to take every reasonable measure to improve racial integration in schools.

The past ten years, since the Supreme Court's epic School Segregation Cases decision, have brought some progress to some of the states which were its target. Those of us in cities of the North and West, while perhaps not the original target of the Court, have also achieved some progress. But it is clear that the courts alone, or Boards of Education alone, or declarations by civil rights groups alone, will not alleviate the problem. We intend to carry our share of the burden, and more, if possible, as we look to the opportunities of the years ahead.

The Racial Equality Committee met regularly during the past two years to discuss problems, practices, and plans with civil rights leaders. Left to right around table: Byrd R. Brown (back to camera), president, Pittsburgh Chapter, NAACP; Dr. S. P. Marland, Jr., superintendent of schools; Louis J. Reizenstein, Board member; Reverend Herbert Wilkerson, executive secretary, NAACP; Dr. Louis Kishkumas, head of OVT programs; Mrs. Clarence Klein and Richard F. Jones, Board members; and Oscar J. Schwarm, associate superintendent, school services.

II. PROBLEMS

We have a serious condition of racial segregation in Pittsburgh and of de facto segregation in its public schools. Negro boys and girls in very large numbers are being educated separately from white children. We also have a serious condition of inferior academic accomplishment among many Negro boys and girls. These conditions are of deep concern to the Board of Education.

A brief history of these conditions may be useful.

•

Racial Shift in Pittsburgh

The numbers and percentage of Negro children in the public schools are increasing swiftly. The numbers and percentage of white children are decreasing significantly. The following table notes the trend at ten-year intervals, starting in 1945:

Table 1

Trend in Number and Percent of Negro and White Pupils, 1945 to 1965

	Negro	White	Total	Percent Negro	Percent White
1945	13,349	62,798	76,147	18.8	80.2
1955	18,356	52,404	70,760	25.9	74.1
1965	28,242	48,766	77,008	36.7	63.3

In other words, while the number of Negro children in the Pittsburgh Public Schools has more than doubled over the past two decades, the number of white children has decreased by nearly one-fourth. Even during the past ten years, the number of Negro children has increased by more than 50% while the number of white children has decreased 8%. We are faced with this phenomenon as we search for reasonable ways to integrate our schools. Chart A shows this change in racial composition.

The Impact on our Public Schools

While there has been a clear increase in total Negro population in the City during the past 30 years, there has been a disproportionately heavy increase in the Negro enrollment in the public schools. Total Negro population between 1930 and 1960 moved from 8.3% in Pittsburgh to 16.8%.[1] Because most of the Negro children attend public school as distinct from parochial or private school, the enrollment in public schools has increased out of proportion to the percentage of Negroes in the general population. In 1960, counting all school age children in the City, only 19% were Negro, but the percentage in the public schools was 32%. (In the spring of 1965, the latter percentage was 36.3.) Further, the increase in total Negro population during the 1950-60 period was centered almost entirely in the Hill and Homewood-Brushton neighborhoods. Therefore segregation built upon itself; the schools in these neighborhoods have become increasingly segregated. (See Table II and Chart B.)

[1] *POPULATION PROJECTIONS FOR PITTSBURGH TO 1980*, by Bruce E. Newling, Research Associate, Center for Regional Economic Studies, University of Pittsburgh.

Chart A

Change in Racial Composition of the
Public Schools; by Decades, 1945-1965

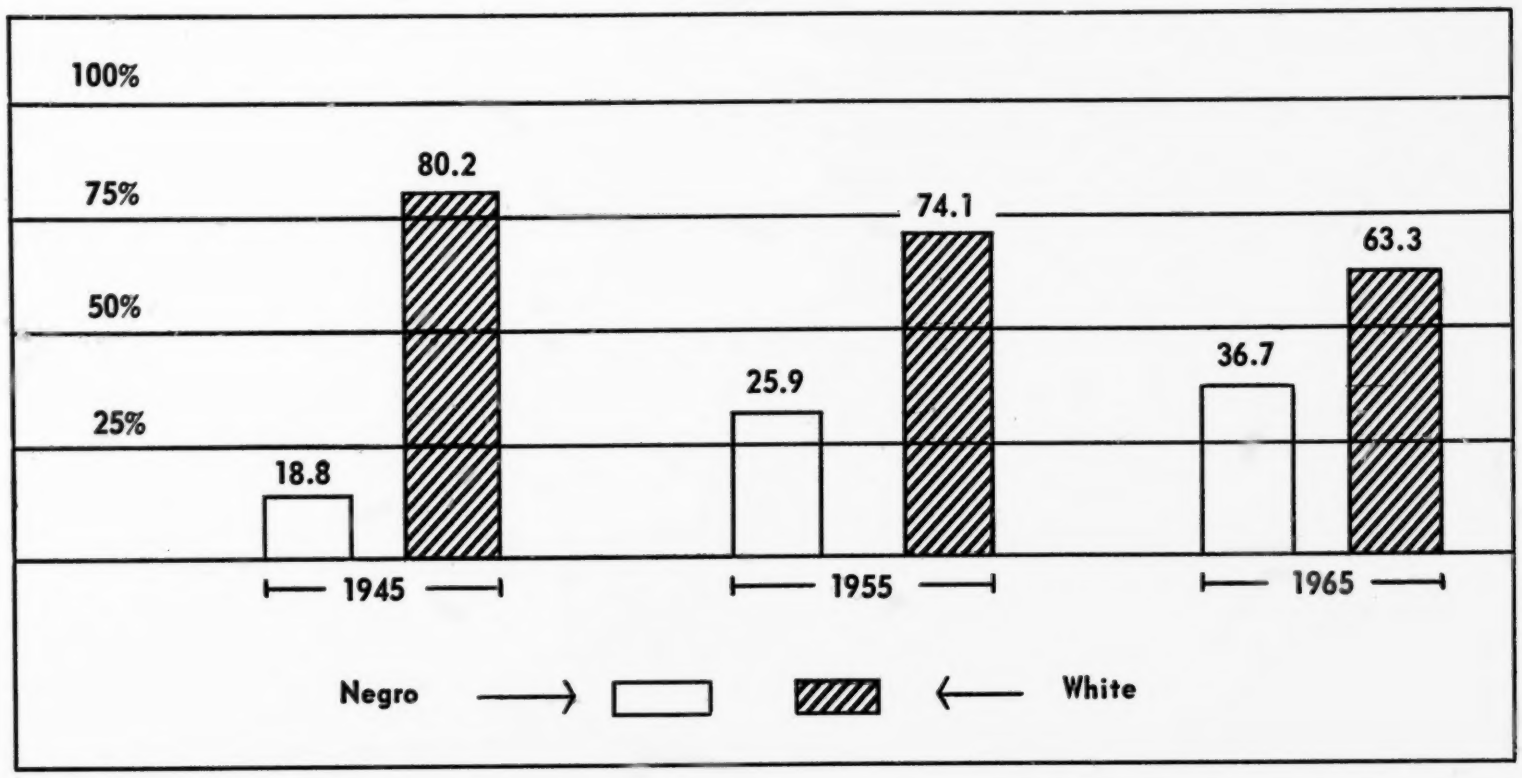


Table II

Schools with Increases of 5% or More
in Negro Enrollment: 1957 – 1965

Elementary Schools	1957	1965	Inc.
Arsenal	46.4	60.9	14.5
Baxter	85.2	99.3	14.1
Belmar	80.6	99.2	18.6
Beltzhoover	64.2	92.3	28.1
Burgwin	33.8	49.0	15.2
Chartiers	24.6	33.9	9.3
Clayton	2.3	16.6	14.3
Columbus	56.7	80.0	23.3
Conroy	34.1	69.1	35.0
Cowley	38.6	64.0	25.4
Crescent	67.0	98.8	31.8
East Street	---	13.2	13.2
Fineview	14.2	23.6	9.4
Forbes	37.4	80.5	43.1
Frick	40.7	57.3	16.6
Gladstone	26.2	51.2	25.0
Holmes	20.9	45.1	24.2
Homewood	83.3	98.6	15.3
Knoxville	1.4	15.1	13.7
Larimer	64.7	85.2	20.5
Lemington	44.9	83.6	38.7
Liberty	11.8	25.9	14.1
Lincoln	87.8	97.4	9.6
Manchester	57.9	88.8	30.9
Murray, Philip	40.0	54.8	14.8
McNaugher	6.3	14.7	8.4
Park Place	---	26.0	26.0
Regent Square	---	7.7	7.7
Rogers	34.6	43.6	9.0
Spring Hill	---	14.7	14.7
Sterrett	.4	14.5	14.1
Stevens	11.1	23.2	12.1
Weil	89.9	98.1	8.2
Secondary Schools			
Conroy Jr.	45.8	84.9	39.1
Knoxville Jr.	28.3	43.3	15.0
Latimer Jr.	15.1	25.9	10.8
Fifth Avenue Jr.	85.4	92.9	7.5
Gladstone Jr.	25.2	36.3	11.1
Oliver	21.6	36.8	15.2
Perry	4.7	9.7	5.0
Westinghouse	66.2	98.7	32.5
Allegheny	14.4	25.2	10.8
Schenley	45.8	61.7	15.9

Chart B-1

Shift in Racial Composition by Percent – 1955 to 1965

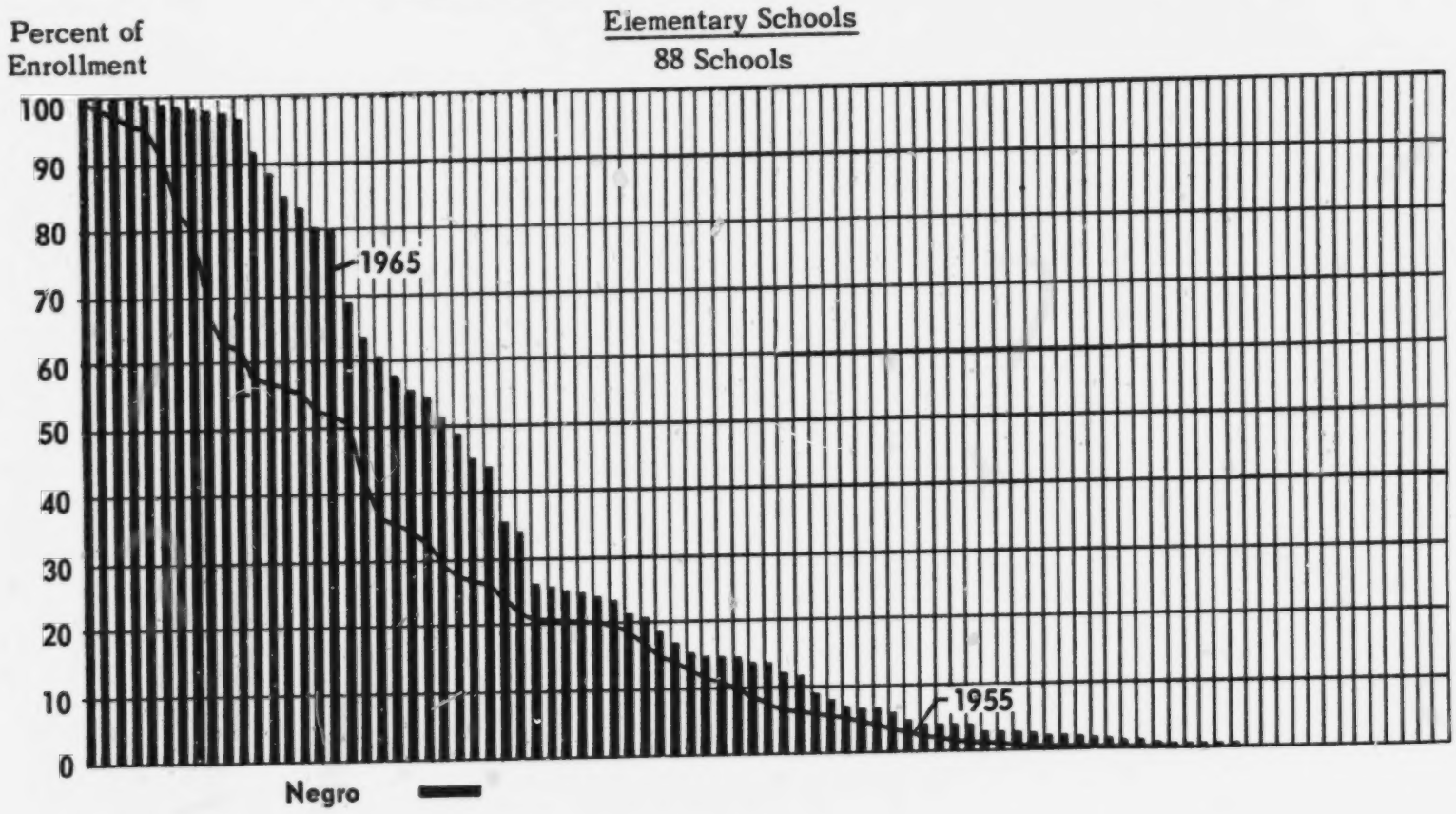
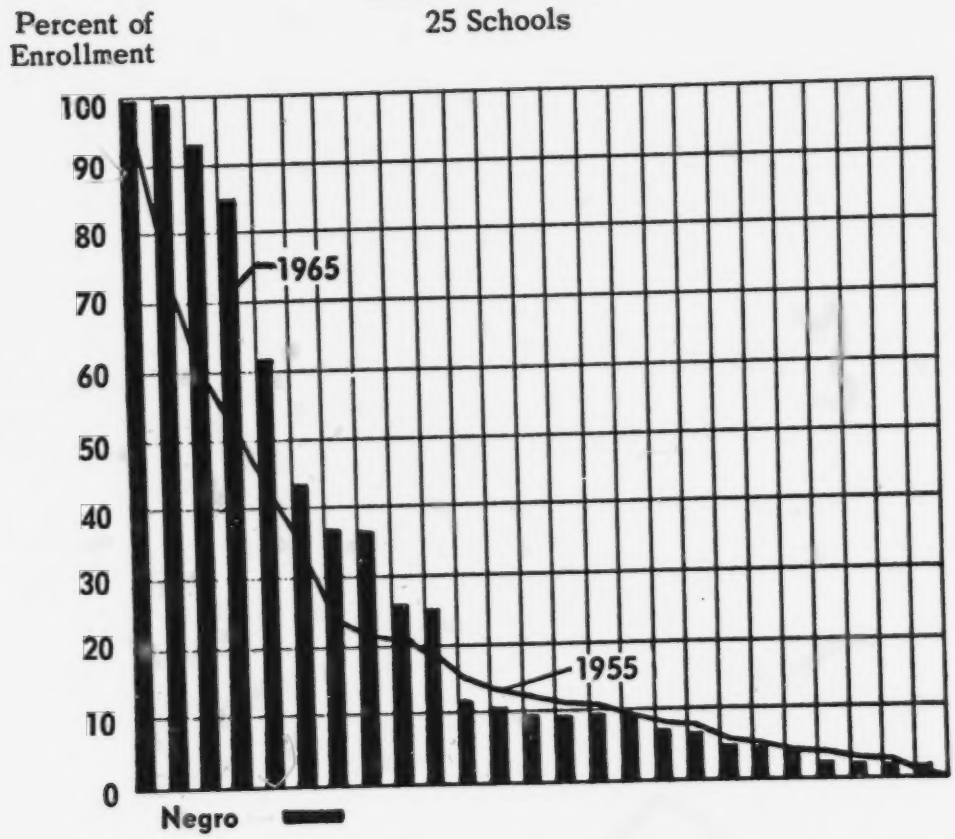


Chart B-2



Solid line superimposed upon charts shows % of Negroes in 1955.

As we look toward the future and assume a continuation of the present trends, we see that the current decade, 1960-1970, will produce an increase of 31.7% in nonwhite children and a loss of 14.5% in white children in the public schools.[2] This projection, carried forward to 1970, 5 years from now, predicts that 43% of the public school children in Pittsburgh will be Negro, leaving 57% white. It is estimated that by 1980, 15 years from now, 52% will be Negro,[3] unless dramatic measures are taken to arrest this trend.

It is significant that during the 30-year period, 1930-1960, while the percent of Pittsburgh's Negro population increased from 8% to 16%, the Allegheny County Negro population increased from but 6% to 8%.

A Losing Battle

In spite of a deep concern among members of the Board of Public Education, a steadily eroding condition has prevailed among some neighborhoods in which we have sought to preserve racial balance. Forces largely beyond the control of the Board of Education, including desperate needs for housing, and limited economic means among Negroes have contributed to the increase in the number of segregated schools. Even where we have constructed new facilities for an integrated school enrollment, the percentage of Negroes in the school has sometimes increased to the point that Negro children comprise a majority of the children in the school. For example, the Philip Murray School was constructed in 1955 with Negro children comprising about 35% of the enrollment. By 1965, the percentage of Negro children in the school increased to over 55%. While 10 years ago there were 9 schools that were predominantly Negro (80% or more in Negro enrollment), today there are 19 such schools. (See Table III below.)

Table III

Number and Percentage of Schools with
80% or more Negro Enrollment
1950 – 1965

	1950	1955	1960	1965
Elementary	6 (21.4%)	8 (8.4%)	10 (10.8%)	15 (17.2%)
Secondary	2 (20.6%)	1 (4.8%)	3 (11.5%)	4 (16.0%)
Combined Elementary and Secondary	8	9	13	19

While the foregoing table appears to be discouraging with numbers of substantially segregated schools increasing by close to 50% during the past five years, 1960-65, there is an offsetting element of encouragement. During the same five-year period, the number of schools that were predominantly white has decreased somewhat. This improvement results in part from a revision in the "pupil assignment policy" of the Board, permitting the transfer of approximately 900 Negro students from their neighborhood schools to underpopulated schools in other neighborhoods. Further improvements in integration have resulted fortuitously from the Board's practice of transferring pupils by bus from heavily overcrowded schools to underpopulated schools.

From one point of view, it can be said that the enrollment of Negro boys and girls is quite general throughout our schools. On the other hand, there are 12 elementary schools (or 14%) that have no Negro

[2] *Ibid.*

[3] *Ibid.*

children. Over one-third of our elementary schools (36%) and 40% of our secondary schools have 25% or more Negro enrollees. All secondary schools enroll some Negro children.

Looking at the enrollment from another viewpoint, we can note that the proportion of Negro boys and girls who attend predominantly Negro schools has increased rapidly over the past 15 years to the point that over half of the Negro children are enrolled in predominantly Negro schools. (See Table IV below.)

Table IV

Percentage of Total Negro Pupils in Schools with 80% or more in Negro Enrollment; 1950 – 1965

(Illustration: In 1965, 67.2% of our Negro elementary children were in schools that enrolled 80% or more Negro children)

	1950	1955	1960	1965
Elementary	44.8	44.8	53.2	67.2
Secondary	23.4	36.0	54.3	57.8

It is estimated that Negroes in Pittsburgh now comprise about 20 percent of the total population. The majority of them live in the Third and Fifth Wards (Hill District); 12th Ward (East Liberty); 13th Ward (Homewood-Brushton); 18th Ward (Beltzhoover); and 21st Ward (North Side, Manchester District primarily).

Insufficient urban planning in prior years has caused the deterioration of what were once racially and economically balanced neighborhoods. For example, Homewood-Brushton, once the home of middle-class Negro and white residents, is fast becoming a disadvantaged area. This has resulted primarily from the unplanned exodus of citizens of the Lower Hill who were displaced by renewal measures without adequate provision for their relocation. Within the last decade, an increasing number of Negro families have taken part in this unwilling exodus. It is extremely important that Pittsburgh never again permit this kind of relocation to occur as other renewal measures are undertaken.

While most of the newcomers to the Homewood-Brushton area a decade ago came from the middle and upper Hill Districts, the number of Negroes increased later as those from the Lower Hill and others, from surrounding communities like Homestead, Rankin, and Braddock, also moved in.

According to the 1950 Census, there were 8,021 nonwhites and 21,746 whites in the 13th Ward. But by 1960, the figures had changed to 19,234 nonwhites to 7,689 whites. Thus, the increase in nonwhite population between 1950 and 1960 was 139%. The Negro population is still increasing at this time. Significant future shifts in Negro population are likely. For example, many Negroes on the North Side, in the area where the new stadium will be built, may move to Perry Hilltop, Homewood-Brushton district, the South Side, and West End.

The statistics also permit an examination of trends affecting secondary schools. The present secondary schools that enroll a majority of Negro students have been tabulated to reflect trends over the past ten years. Table V describes the facts of increasing segregation.

The swift changes in racial composition during the 10-year period give us little hope for predicting a stable balance among other secondary schools unless, contrary to the prevailing civil rights position, we establish a quota arrangement to prevent resegregation.

Table V

Racial Composition of Secondary Schools
Now Enrolling a Majority (50%+) of Negro Students; 1955 – 1965

	Negroes in 1955	% of total enroll.	Negroes in 1960	% of total enroll.	Negroes in 1965	% of total enroll.
Herron Hill	1092	98.3%	836	98.9%	1095	99.7%
Westinghouse	897	53.4%	1965	86.2%	2914	99.3%
Fifth Avenue	975	75.9%	899	89.8%	1077	92.7%
Conroy	170	34.5%	233	52.2%	368	84.5%
Schenley	723	43.9%	684	50.6%	1086	65.8%

Relocation of High School Pupils

Relocation of high school students in large numbers, except by individual choice through the pupil assignment policy or through the child's selection of a special program, as in our Occupational, Vocational, Technical programs, is contrary to good educational practice. High school students and the high school curriculum are more adaptable to a rearrangement of the school day through the new extended day schedule. This arrangement permits the child to remain in his home high school with all of the tangible and intangible gains that this implies academically and socially. In the few instances where relocation has been considered for high school students, as in recent concern over Westinghouse High School overload, little improvement in racial balance would have resulted. The only high school affording a significant amount of space for the transfer of children by bus was a school already enrolling a good balance of Negro and white children. We have built no new high schools since 1927. Almost all existing high schools are enrolled to capacity or beyond. The extended school day, with staggered schedules, has been adopted (May 1965 Board meeting) city wide to provide greater flexibility for students to select programs not previously available to them. A number of unexpected advantages resulted from this expedient at Westinghouse, including opportunities for seniors to leave school in the early afternoon to attend classes at the University of Pittsburgh and Chatham College.

Other Large Cities

Pittsburgh's circumstances are similar to those of other large cities. During the past 25 years, the enrollment of Negro children has jumped from 9% to 51% in Chicago; from 8% to 47% in New York; from 14% to 54% in Philadelphia; from 14% to 36% in Pittsburgh. In Washington, D.C., Negro pupils now comprise nearly 90% of the enrollment.

The following table lists principal cities in the North and West, noting schools and percentages of schools with nonwhite enrollments of 90% or more.

Of course, the fact that other cities have the same problem offers no solution to Pittsburgh's problem. However, it does give hope for sharing experiences and such promising practices as one or another city may find useful and constructive for improving integration. No city, including our own, has created the formula. But we accept society's challenge, and we are at work. (See the Appendix for brief report of the experience of other large cities with matters of racial equality.)

The intensified effort by the Board of Education to improve integration appears to carry the seed of its own destruction if further "flight to the suburbs" by white families follows. The preceding review of population and school enrollment statistics shows that we have a serious problem of numbers – numbers

of Negro children on the increase and numbers of white children on the decline. As the Commission on School Integration notes: "The tendency of white parents with children of school age to move from the central city to the suburbs [is partly due to] 'status mobility', but it is well known that the desire not to have minority-broup neighbors also plays a part [in the move]."[4] The Board of Education, therefore, must contemplate every move it makes toward improved integration with the utmost concern lest it defeat its very purposes by encouraging resegregation.

Table VI

Schools in Selected Northern Cities with 90% or More Nonwhite Enrollment, 1960[5]

City	Number of Schools	% of Schools in City
Philadelphia	76	30%
Cleveland	47	28%
Detroit	81	27%
Oakland, California	22	25%
Cincinnati	17	18%
Boston	15	17%
Chicago	79	16%
Buffalo	14	15%
Indianapolis	18	15%
New York City	122	15%
Pittsburgh	13	12%
Milwaukee	15	10%
Los Angeles	44	8%

Academic Achievement by Negro Pupils in the Pittsburgh Public Schools

Many of our Negro children are extremely able students. It is false to assume that Negro boys and girls are of low intellectual ability with correspondingly low academic performance

Though the achievement of the majority of Negro children is below average, it is noteworthy that 22 of our senior Negro students graduating in 1965 were cited by the National Achievement Scholarship Program. Many other academic distinctions have been earned by Negro students in Pittsburgh. For example, one of our first National Merit Scholars was a Negro girl.

In June, 1964, a total of seventy-four Negro graduates, representing nine high schools, accepted college scholarships. Fifth Avenue High School led the list with twenty-three scholars, followed by Westinghouse with sixteen; South Hills, nine; Schenley, eight; Gladstone, seven; Carrick, four; Oliver and Peabody, three each; and Allegheny, one. Among the colleges and universities which the graduates chose to attend were: Harvard, Princeton, Pittsburgh, Duquesne, Penn State, Chatham, Pennsylvania, Northwestern, New York, Columbia, Ohio State, Boston University, Rutgers, Oberlin, Wellesley, Fisk, Howard, Lincoln (Pa.), Franklin and Marshall, Tulsa, Tuskegee, Morgan State, Central State, and Virginia Union.

It is also noteworthy that an increasing number of young Negro students have been granted scholarships to preparatory schools such as Phillips (Exeter and Andover) and Deerfield Academy.

[4] *Ibid*

[5] *Public School Segregation and Integration in the North, Commission on School Integration, National Association of Inter-group Relations Officials, Washington, D.C., 1963.*

The fact remains, however, that with many individual exceptions, the average performance of the many disadvantaged Negro children in our schools is lower than the average performance of white children. This fact has not been calculated child by child, nor is there reason or profit in making such a calculation. However, a brief inspection of the average performance of children, by schools and racial composition, demonstrates this fact.

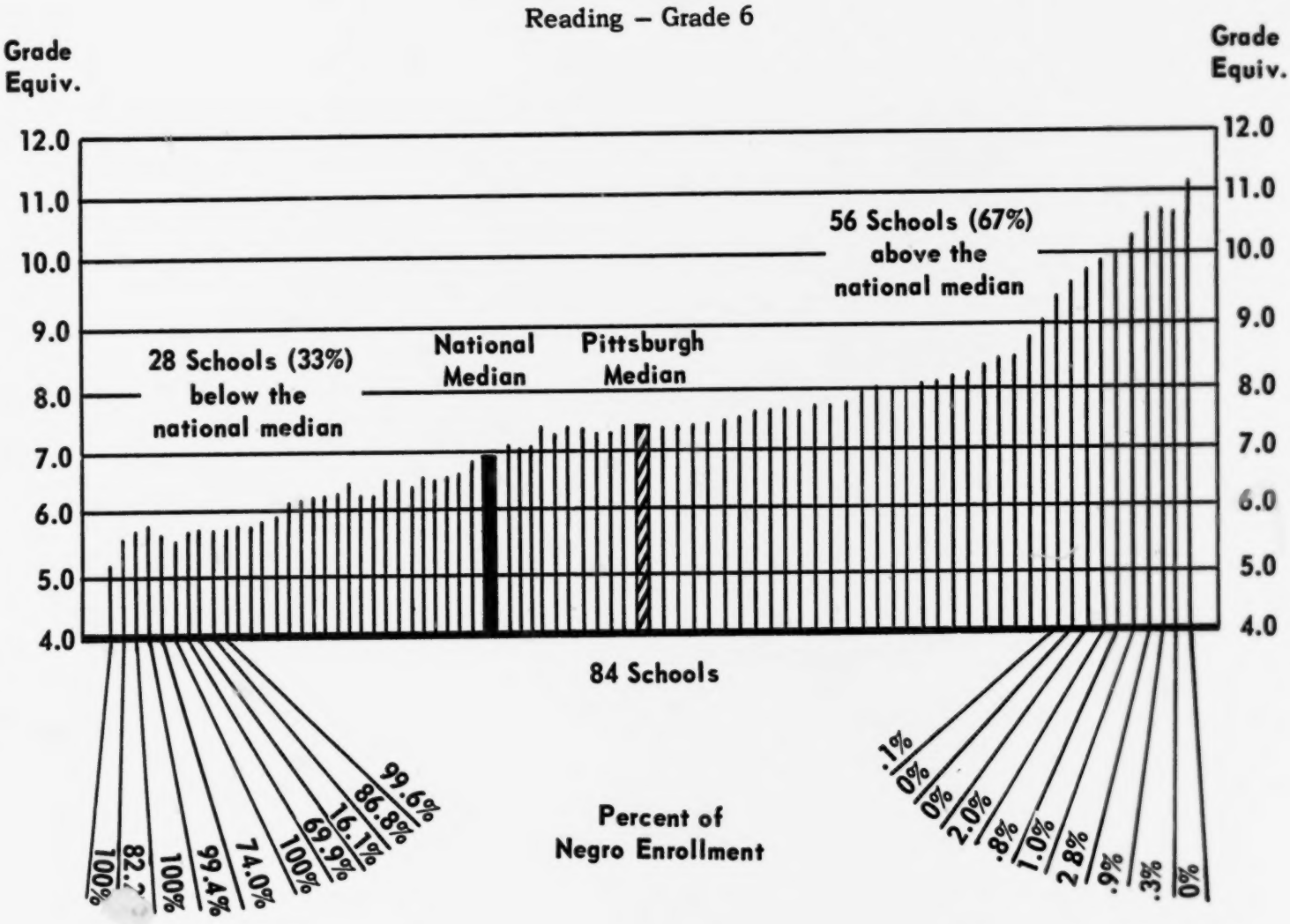
The following chart shows that, in the field of reading, children enrolled in a number of schools where the pupils are predominantly Negro are averaging as much as 4 to 5-1/2 years (grade equivalents) below children in a number of schools that are substantially white. (See Chart C).

The bitter truth revealed in this chart carries with it many questions. How valid are the test materials in cases where the children in deprived neighborhoods are measured by tests with middle class standards? To what extent is the child's low performance due to poor home conditions? To what extent is it due to low expectation on the part of the school? To what extent can devoted teaching offset the results of the unfavorable environmental conditions? What can be done to change the circumstances of the homes which give the child so little academic encouragement and support? What can be done to give this child the motivation to work, when he sees little connection between school and work and adult "success"?

Chart C

Median Grade Equivalent Scores
Pittsburgh Elementary Schools;
June, 1964

Reading – Grade 6



Note: The term median refers to the middle of a group of scores. In other words, in each school, half the sixth grade reading scores were above the median and half were below. Accordingly, the scores of certain individual children in any school may be quite different from the median for that school. These children would include the "individual exceptions" noted earlier in the text.

The Board of Education is seriously concerned over the low performance of the children in predominantly Negro schools. We have since 1960 steadily increased our services in the deprived neighborhood schools, to the extent that funds have permitted. Some of the best teaching in the city is being conducted in our deprived neighborhoods, according to impartial observers who have studied our schools. In our deprived neighborhood elementary schools there are only slightly more than 20 pupils per adult staff member as compared with almost 30 pupils per adult staff member in all other elementary schools. We still hear charges of poor teaching, inferior buildings, too many substitute teachers, insufficient equipment, and poor discipline as explanations of the low achievement. One or all of these charges may be valid here and there among our schools. But the truth is that no unfavorable differences can be found in the quality of services and facilities we are affording our schools in deprived neighborhoods.

Extracts from the Fels Study

The fact remains that throughout our cities in the North and West the same problem prevails. While many Negro children, including many in predominantly Negro schools, are flourishing academically, the great majority are performing below norm. A recent study of this subject by the Fels Institute of Local and State Government of the University of Pennsylvania gave further testimony to this fact. Dealing only with children in the State of Pennsylvania, and making no distinction between white and Negro children, the Fels Study demonstrated the suspected, but not heretofore proven condition, that academic deficiency goes hand in hand with poverty. Keeping in mind that in Pittsburgh much of our poverty goes hand in hand with many of our Negroes, we can find significant meaning in the following extract from the Fels Study:

Differentials in Educational Program Requirements

> "Using achievement test data for the school year 1962-63, the study found a substantial difference in the educational requirements of urban, suburban and rural school populations. Urban districts, as defined in this study, contained 25 percent of the State's public school pupils. Yet, these same districts contained 66 percent of the State's pupils in school districts or attendance areas where average achievement test scores were one-half grade or more below equated norms. Pupils in suburban districts represented 49 percent of the State's pupils and only 8 percent of pupils in low achieving districts or attendance areas. Pupils in rural districts represented 26 percent of the State's pupils and a proportional 26 percent of the pupils in low achieving districts."
>
> "This is a problem of major proportions which demands serious concern at all levels of government. The data indicate that in the 21 urban school districts there were an estimated 156,000 pupils who were achieving one-half grade or more below their grade level norms. Approximately 96,000 of these low achieving pupils were in Philadelphia – 41 percent of the district's average daily membership. Approximately 21,000 were in Pittsburgh – 32 percent of its membership; and 39,000 were in the other 19 urban districts – 22 percent of their total membership."
>
> "The analysis thus measured the extent to which low socio-economic status in the homes and neighborhoods of urban pupils was a significant factor in producing low achievement in the public schools. Based on the data examined, it is evident that grossly disproportionate numbers of urban pupils come to the public school system with substantially different education program needs."[5]

The Board of Education cannot correct the poverty of the families from which children now come to our schools. It can demand of itself every possible measure to equip impoverished children, Negro and white, so that their own efforts to rise above poverty will be strengthened. This calls for years of intensive investment in teaching talent, supporting staff, and facilities. Whether the impoverished children are in integrated schools or de facto segregated schools, the function of education is equally essential. Compensatory education is our term for the added measure of education which these impoverished children require.

The following table, conveying data similar to those in the preceding chart, gives further detail as to the disparity in achievement among children of different schools:

[5] Special Education and Fiscal Requirements of Urban School Districts In Pennsylvania, Fels Institute of Local and State Government, University of Pennsylvania, 1965.

Table VII

A Comparison of Sixth-Grade Achievement Test Scores
by Grade Equivalents; June 1964

Subject	Average Achievement for the Nation	Average Achievement for Pittsburgh	Average Achievement for Ten Highest Pittsburgh Schools	Average Achievement for Ten Lowest Pittsburgh Schools*
Verbal Ability	6.9	6.9	10.0	5.6
Reading	6.9	7.2	10.3	5.6
Arithmetic	6.9	7.2	8.9	5.8
Spelling	6.9	8.4	10.2	7.0

* located in deprived neighborhoods

There is of course a wide range of differences within schools as well as among schools. While the lowest school is 3 to 4 or more grade-equivalent scores below the highest school, there are very able individual children in every school, children who can excel if given opportunity and guidance. This condition is one of the underlying reasons for the establishment of the Pittsburgh Scholars Program. This program arranges for the very able child, who may be the only one is his class, to join other very able children in an accelerated curriculum.

Conclusions, as we view the problems:

This report, thus far, has dealt with the stark reality of the statistics related to population, school enrollment, academic grades, and related matters. It is very clear that many of our Negro children are being taught in de facto segregated schools, that broadly speaking they are achieving lower academic grades than white children. The combination of poverty, racial discrimination, social isolation, and segregated housing has created deep and ugly scars in a land where we speak proudly of freedom and opportunity.

Society has now turned to its schools, and demanded, "Solve these problems." We are told to correct the evils that have gone unattended for generations. And we are told to solve them now.

It is important to clarify the nature of this new demand – school integration. We are told to bring about the physical arrangements of children and schools so as to have "balanced" numbers of Negro and white children in the same schools. Racial integration is essentially a social and economic problem, not an educational problem. It is a problem that cannot be solved by the schools alone even through the manipulation of children into a contrived "balance." This does not mean that the schools should evade the demand, but it means that boards of education and citizens should know that a large, new, and very unfamiliar task is being introduced as a component of public education. This is a sudden and jarring extension of the job of the schools.

The Pittsburgh Schools have many grave problems that pertain strictly to education: budget limitations, including those related to teachers' salaries; the furthering of academic excellence; the large need for a saleable skills curriculum; and school construction – to name a few. And now the demand for integration of children comes upon us with even greater urgency than any of the others. With almost equal urgency we are asked to provide compensatory education through the recent giant strides of federal legislation and financing.

It is important that all of our citizens, Negro and white, comprehend the enormity of this task. As yet, no map has been made to show the integration route.

III. PRINCIPLES

In going about the task of improving the educational circumstances of Negro boys and girls in Pittsburgh, the Board of Education has developed certain general guidelines over the years. These guidelines, recited here for the information of all concerned, may be termed Principles.

These principles are not necessarily unchangeable. They are the product of serious deliberation by the Board of Education in consultation with esteemed and respected advisors from civil rights groups, governmental agencies, professional groups, the Pittsburgh Public Schools staff, and other individuals, both Negro and white. From time to time, as the occasion arises, we re-examine these principles, and we are quite ready to modify them, as we have done in the past. As we view our total responsibilities to the citizens of Pittsburgh in 1965, these are the underlying principles upon which we base our evolving policies. No particular order or priority in intended in this listing.

Principles

1. Every child in Pittsburgh has a right to the education that will provide his maximum fulfillment intellectually, socially, vocationally, emotionally, and physically.
2. Extremely wide variations in learning potential among children call for widely different educational services.
3. In establishing school service areas, every feasible and reasonable opportunity, consistent with sound education, for the achievement of racial balance among schools shall be exploited. Such opportunities include site selection for new schools, relocation of boundary lines, reassignment of new "feeder" relationships between elementary and secondary schools, and implementation of the pupil assignment policy. Above all, wherever feasible, new schools shall be so located as to maximize the opportunities for providing racial balance.
4. Forced, unnatural or irrational relocation of children shall not be imposed. Whether by busing, or by other means, it is not the intent of the Board of Education to dislocate any children from their neighborhood, except for reason of overcrowding, underpopulated schools, or other reasons acceptable to the Board. To remove a child by government action from his neighborhood and locate him in a different neighborhood solely to accomplish an enforced integration which may be contrary to his family's wishes is as serious an affront to freedom as enforced segregation.
5. Recognizing the very large obstacles in the physical relocation of children in substantial numbers so as to bring about racial balance, the Board shall take every reasonable measure to intensify efforts in the direction of compensatory education. Such measures shall not reduce the Board's efforts to bring about a stable and constructive integration of schools.
6. Acknowledging that a school once integrated may swiftly become resegregated, as has happened in the past in a number of instances, the Board of Education will seek to maintain the best attainable racial balance through cooperative efforts with responsible governmental and civic leaders to forestall the drift of additional schools into the resegregated category.
7. In working toward our stated goal of an integrated school system, we define racially balanced schools as those which are neither predominantly Negro nor predominantly white in pupil or faculty composition. The racial composition of the city, housing patterns, and limited school finances do not lend themselves to immediate fulfillment of this objective in all our schools.
8. We will exert every means at our disposal to establish a racially integrated faculty throughout our schools on a voluntary basis. We shall continue to encourage Negro staff members in equal emphasis with white staff members for promotion to positions of higher responsibility and authority. While the manipulation of the city's population is beyond our means, the deployment and promotion of teachers is within our means to the extent that we can employ able personnel. In keeping with this goal, we will intensify our efforts to attract able Negro teachers to the Pittsburgh Schools.
9. We will not lower our standards of employment, supervision, or pupil discipline to accommodate the emphasis on racial equality. Teachers, other employees, and pupils will not for reason of race be given special consideration in order to avoid unfounded implications of racial discrimination.
10. We will place primary emphasis upon the construction and equipping of schools serving children living in deprived neighborhoods, as a means of making these schools more attractive and effective components in the educational process.

11. We will utilize not only federal funds but also local funds, as needed, to increase the quality, quantity, and diversity of instruction for children living in deprived neighborhoods. Special measures such as psychological services, family education, professional counseling, vocational programs, after-school study, pre-primary classes for the disadvantaged, and classes for the emotionally disturbed shall be continued and extended.

12. We do not contemplate the establishment of a staff position such as that of "Director of Human Relations." The struggle for equality of opportunity and the rejection of discriminatory practices are the responsibility of every employee of these schools, starting with the Superintendent. In fact, the Superintendent of Schools spends approximately half his time working with matters of racial equality. We expect all members of our professional and nonprofessional staff to serve as a positive force for the implementation and furtherance of good human relations.

13. Recognizing the relationship between poverty and the motivation and ability of students to continue their education beyond the 12th grade, we reaffirm our belief in the value of the community college and technical school concept. We will continue to cooperate with county school officials and others to bring to fruition this vital phase of low cost higher education.

14. We will seek active communication with civil rights leaders in order to provide channels for their continuing counsel and guidance to us.

15. The process of education for both white and Negro children possesses rich and unfulfilled opportunities for creating a generation no longer divided by racial difference. Our curriculum, our textbooks, our audio-visual materials, our cultural activities, and our inter-school associations shall be designed to increase understanding of the truths of brotherhood, of the worth of all people, and of the degradation to all that results from discrimination in any form.

16. We will reach decisions affecting all Pittsburgh school children in the light of what we believe is educationally sound, as distinct from what may be expedient, popular, or momentarily appealing.

These are the principles to which we hold. There are doubtless more, unstated, that we could classify as components to those above. We count these principles as the underlying beliefs that have governed and will continue to govern our day-to-day and month-to-month decisions.

While we declare these to be principles governing our actions now, we say again that they are flexible and dynamic, subject to gradual change, and even to rejection. We are living and working in swiftly changing times. Your Board of Education considers itself sensitive and responsive to such change.

IV. PRACTICES AND PLANS

Today, we know of no quick and simple solutions to racial integration of schools. We have no panacea for the academic deficiencies of many Negro children. We do not separate integration from compensatory education. They are both the prime forces our society possesses for changing a whole people in the course of a generation. We believe that true integration will come over the years, in a newly enlightened society through the hard work of education. We shall continue to work at discovering small opportunities to effect integration. We hope to discover large and dramatic opportunities. But for the 18,000 Negro boys and girls now attending school in predominantly Negro schools we cannot wait for the magic that would assign all of them in neatly balanced clusters with white children throughout our city. Indeed we do not find this rational, constructive, or respectful of the dignity of Negro children. Nor do we find it consistent with good educational practice. Therefore, as we seek every means for reasonable integration now, we will continue the long, hard work of compensatory education for the true integration that will follow. Children can escape poverty through the schools; they can escape hopelessness through the schools; they can escape the ghetto through the schools. At the same time, the generation of white children given a maximum opportunity to live and learn with Negro children can share in the construction of a different world than that of today's adult generation.

The times were never so good for the work we have to do.

THESE ARE THE THINGS WE ARE DOING

Employees

All our employees are attuned to the challenge before us. As the Superintendent of Schools noted in his "Opening Day Remarks to the Faculty" in the fall of 1964,

> *"We can . . . assist in desegregation, such as through our pupil assignment policy, and through strategic location of new schools. But . . . we cannot correct in our white adult generations the bigotry and indifference that has led to the teeming revolution we now confront.*
>
> *"We, as teachers, are in the business of children, and it is with children that this revolution will ultimately find its worthy fruits. The process will be slower than we would prefer, but if we pour our energy, our budget, and our best teaching talent into this revolution, we will see the beginning of recovery in our lifetime.*
>
> *"Equal educational opportunity is our creed as teachers . . . and for some this will be 'more than equal' educational investment as we offset the damages of generations of injustice.*
>
> *"I ask that each person in the employ of the Board of Public Education think soberly upon the part he may play as a teacher, in making ALL children in Pittsburgh whole."*

The Board of Education classifies its employees in two broad categories: professional and nonprofessional. Our standards for selection in both categories are high and they are diligently preserved through policies and procedures for objective examinations, interviews, and periods of probation.

Professional Staff

In 1937, the Board employed its first Negro teacher. By 1942 there were nine Negro teachers in the school system. While records noting race were not kept for some years, the following data are reported for the past 10 years:

Table VIII

Negro Professionals and Total Professional Staff;
1954 – 1964

Year	Number of Professional Staff	Number of Negro Professionals	Percent Of Negro Professionals
1954	2577	105	4.1%
1955	2603	137	5.3%
1956	2634	156	5.9%
1957	2651	179	6.8%
1958	2674	205	7.7%
1959	2682	218	8.1%
1960	2685	226	8.4%
1961	2799	243	8.7%
1962	2961	270	9.1%
1963	3041	287	9.4%
1964	3089	301	9.8%

Our progress in attracting able Negro professionals to our faculty is slow. We have intensified our recruiting of Negro teachers both locally and nationally. During the past two years we have had 34 staff members, Negro and white, on recruiting trips to a total of 76 colleges and universities, including seven

institutions with predominantly Negro enrollments. We have endeavored to recruit Negro teachers from all these institutions. The results have been disheartening. A total of 14 Negro teachers joined us as new teachers to Pittsburgh last September. The increasing employment opportunities for Negroes in various fields and the disadvantages of our present salary structure combine to handicap our efforts in this direction. So long as we cannot engage larger numbers of Negro teachers, we are blocked from effecting fully integrated faculties in all schools. Nevertheless, some progress has been made in this direction, notably during the past five years. The following table described the assignment of Negro teachers in our schools.

Table IX

Schools With One or More Negro Teachers;
1959 – 1964

	Total Number of Schools	Number w/one or more Negro Teachers	Number w/one or more Negro Teachers	% gain 5 years
		1959	1964	
Elementary Schools	88	23	38	65%
Secondary Schools	25	8	18	125%

While some veteran Negro teachers now teaching in schools that are predominantly Negro are willing to accept assignments in all-white faculties, many are not. Understandably they wish to teach near their homes, which are often in predominantly Negro neighborhoods. It is not our policy, except in very unusual circumstances, to compel teachers to change teaching assignments against their wishes. Further, requests from a large number of principals of schools with all-white faculties for Negro teachers are now unfilled for lack of Negro personnel.

It is noteworthy that in recent years the staffs in schools with predominantly Negro enrollments have been well integrated because of the substantial addition of white teachers to these staffs. This fact is illustrated in Tables X and XI in which "selected schools" include all schools in the central and eastern section of Pittsburgh with at least a majority (50%+) of its enrollment Negro.

Table X

Composition, by Race, of Teaching Staffs in Selected Secondary Schools;
1962 and 1964

	October 1962			October 1964		
Schools	Total	White	Negro	Total	White	Negro
Westinghouse	111	77	34	132	95	37
Fifth Avenue	48	40	8	53	40	13
Schenley	60	51	9	67	60	7
Herron Hill	47	22	25	49	27	22
Total	266	190	76	301	222	79

Changes in Teaching Staffs in These Schools

Total	+ 13.2 %
White	+ 16.8 %
Negro	+ 4.0 %

Table XI

Composition, by Race, of Teaching Staffs in Selected Elementary Schools; 1962 and 1964

Schools	October 1962 White	October 1962 Negro	October 1962 Total	October 1964 White	October 1964 Negro	October 1964 Total
Arsenal	21	4	25	19	4	23
Baxter	22	17	39	33	12	45
Belmar	22	7	29	23	8	31
Crescent	26	2	28	30	2	32
Forbes	6	6	12	9	6	15
Fort Pitt	12	3	15	18	3	21
Frick	33	2	35	31	2	33
Gladstone	14	1	15	14	1	15
Homewood	18	3	21	19	3	22
Larimer	12	7	19	16	7	23
Lemington	22	1	23	23	1	24
Letsche	11	12	23	12	12	24
Lincoln	17	2	19	16	2	18
Madison	13	9	22	13	9	22
Miller	12	14	26	12	14	26
McKelvy	16	12	28	14	12	26
Vann	18	9	27	18	9	27
Weil	20	15	35	18	15	33
Total	315	126	441	338	122	460

Changes in Teaching Staffs in These Schools

Total	+ 4.3 %
White	+ 7.3 %
Negro	- 3.1 %

While we are able to report above that we do not have predominantly Negro faculties in schools of predominantly Negro enrollment, lack of available personnel still makes it difficult to establish a good distribution of Negro teachers in schools with a predominantly white enrollment.

The promotion of Negro professional personnel to positions in supervision or administration received particular attention from the Board of Education this year. The following table records the number of Negro professionals in administrative positions, including principals, supervisors, counselors, and central staff:

Table XII

Negro Personnel in Administrative-Supervisory Positions
1955 – 1964

Year	Number	% of Total Administrative-Supervisory Positions
1955	1	.4
1960	2	.8
1963	9	3.5
1964	19	7.0

While the total number of Negroes in administrative-supervisory positions remains low both in number and percent of the total offices occupied, it is noteworthy that the promotion of Negroes during the past two years has sharply reduced the number of Negro candidates qualified for advancement. We urgently need more Negro teachers in our schools in all professional categories. We will not, however, depart from our employment standards in our eagerness to secure Negroes. All Negro and white teachers are treated exactly alike in their placement on eligibility lists for promotion. All teachers are judged by the same criteria.

One of the paradoxes of this whole subject is the fact that we have no way of knowing the race of a candidate as his name is placed on an eligibility list. We are prevented by law from making a record of racial identification at any point in the selection process until the oral interview is held. Even at that point, we make no record of race, though the race of the candidate may be known to the interviewer.

Professional Staff Quality

The staffs in eight elementary schools in deprived neighborhoods in Homewood-Brushton and the Hill District have been involved since 1961 in a special compensatory education effort called "The Team Teaching Project." Though this Project will not be discussed in detail until later in this document, (pgs. 32-33) it will be helpful here, in commenting on professional staff quality in deprived neighborhood schools, to refer to the schools of this project.

Total Teaching Experience: There has been a somewhat higher percentage of less experienced teachers in the team teaching schools than there has been in our total elementary school faculty. However, there has also been a favorably higher percentage of teachers of average experience (5-14 years) and a less pronounced percentage of teachers of long experience (25 years or more) in the team teaching schools. In short, the team teaching schools have a better distribution of experience among the teachers of their staffs than does our total elementary school faculty. This distribution is favorable in terms of opportunities for teachers of varying experience to work together and in terms of insuring a normal annual turnover resulting from retirements of teachers of long experience.

Table XIII

Total Public School Teaching Experience of Teachers in Team Teaching Schools' Staffs and the Total Elementary School Faculty; October 1964

Years of Experience	Teachers in Staffs of Team Teaching Schools		Teachers in Total Elementary School Faculty	
	Number	%	Number	%
1	40.2	12.7	88.5	7.6
2	46.0	14.6	107.9	9.2
3	32.0	10.1	75.5	6.4
4	21.0	6.7	62.5	5.3
5-9	64.0	20.3	189.0	16.1
10-14	51.0	16.2	133.1	11.3
15-19	23.2	7.4	122.0	10.4
20-24	13.0	4.1	83.0	7.1
25 or more	25.0	7.9	312.4	26.6
Total	315.4	100.0	1173.9	100.0

Educational Preparation: Teachers with less than a bachelor's degree comprised a significantly smaller percentage of the staffs of the team teaching schools than of the total elementary school faculty. The percentage of teachers holding master's and doctorate degrees was slightly greater in the total elementary school faculty than in the team teaching schools. Overall, the team teaching schools' staffs measured up favorably in terms of professional preparation.

Table XIV

Educational Preparation of Teachers in Team Teaching Schools' Staffs and the Total Elementary School Faculty; October 1964

	Teachers in Staffs of Team Teaching School Staffs		Teachers in Total Elementary School Faculty	
Degree	Number	%	Number	%
Less than Bachelors Degree	23.0	7.3	156.0	13.3
Bachelors Degree	201.2	63.8	644.0	54.8
Masters Degree	91.2	28.9	370.9	31.6
Doctors Degree	---	---	3.0	.3
Total	315.4	100.0	1173.9	100.0

Leadership Staff: During the 1964-65 school year, the Team Teaching Project included 39 team leaders, 15 of whom were Negroes; and 41 teachers and assistant teachers, of whom 22 were Negro professionals or paraprofessionals, in the newly activated pre-primary programs. In addition, 37 of the 39 team mothers and 6 of the 7 aides in the pre-primary programs were Negroes. Teachers who are advanced to the position of team leader ultimately receive $900 more than the salary paid to regular teachers.

Full-Time Substitute Teachers: As far as possible, we attempt to employ full-time permanent teachers in each teaching position in our schools. Within the past decade, the numbers of full-time substitute teachers in our schools have sometimes reached higher levels than we would have preferred. The numbers of full-time substitute teachers in schools in deprived neighborhoods have also been particularly high in the past. We acknowledge that it has been difficult to recruit teachers for some neighborhoods. In recent years, however, we have realized significant progress in reducing the numbers of substitute teachers in all schools. We are particularly pleased with the progress in schools in deprived neighborhoods.

Table XV

Full-time Substitute Teachers on the Team Teaching School Staffs and in all other Elementary Schools; 1957 – 1964

Year	Team Teaching Schools	All Other Elementary School Staffs
1957	22.1%	9.5%
1958	25.2	6.3
1959	17.2	12.4
1960 Beginning of Team Teaching Program	21.5	14.9
1961	25.6	15.4
1962	9.6	8.2
1963	11.5	5.3
1964	9.3	6.3

Nonprofessional

Among the typical nonprofessional positions in the schools are secretarial staff, kitchen staff, custodial and matron staff, and staff related to craft and maintenance work. Starting in 1963, a major effort was made to increase the number of Negro employees in the total nonprofessional staff. At that time, of 1541 total nonprofessional employees 315 were Negro. This represented about 20% of our nonprofessional staff. During the ensuing period, Negro nonprofessional employees have been hired in the proportions described below.

Table XVI

Recent Hiring of Nonprofessional Employees, by Race

	Number Hired	% Negro	% White
1963	167	24%	74%
1964	236	34%	66%

(Our experience in the hiring of Negro nonprofessionals during 1965 continues to be promising.)

In addition to the initial hiring of Negro nonprofessional employees, the promotion of these employees is also a concern of the Board of Education. The following table records recent progress in this direction:

Table XVII

Recent Promotion of Nonprofessional Employees, by Race

	Number Upgraded	% Negro	% White
1963	64	31%	69%
1964	132	30%	70%

Part of our objective in engaging and advancing Negro nonprofessionals, as well as teachers, is to make clear to all children that able, responsible people, often Negro men and women, carry out the work of the schools. Lest anyone suggest that the custodian, for example, is a less dignified model than we would wish for our pupils, the Board of Education counts him an extremely responsible and important member of the staff.

We will continue to hire and promote able Negro men and women in our nonprofessional staff on equal grounds with white employees.

THESE ARE THE THINGS WE ARE DOING

Construction of Schools

A number of the schools built during the past few years have been located where they would serve a racially integrated group of children. This gate swings two ways, as noted above, as some neighborhoods move from a Negro minority to a Negro majority. Schools have to be built where the burgeoning population needs them – thus, we find an increasing percentage of Negro children in several new schools. (See Table XVIII below)

Table XVIII

New Schools (since 1954) Serving Racially Integrated Enrollments

Name	Date of Construction	Live Enrollment	Initial % Negro Children	1965 % Negro Children
Philip Murray (South Side)	1955	678	34.4	55.4
Phillips (South Side)	1958	491	13.3	13.2
Chartiers (West End)	1958	208	24.4	33.8
Arlington (South Side)	1960	673	22.4	25.4
Northview Heights (Upper North Side)	1962	913	32.8	36.1
Manchester (old & new) (Lower North Side)	1964	805	88.4	88.4

THESE ARE THE THINGS WE ARE DOING

Correction of District Lines

Where, traditionally, a school service area boundary seems to have resulted in an irrational or artificial line separating children of different races, we have sought to correct such lines. For example, in the spring of 1965 we relocated a boundary in the Linden School area, a change which gave modest improvement in racial balance. We will continue to search for such irregularities and correct them when we find them.

THESE ARE THE THINGS WE ARE DOING

Instructional Materials

Following up on their actions a number of years ago to remove racially objectionable books from the schools, the Pittsburgh Board of Education has taken further steps recently that have led the thinking of

other large cities in insistence upon textbooks that would reflect a realistic picture of urban life both in content and in illustration where appropriate. In February, 1963, the Board of Education adopted a resolution reinforcing its earlier efforts in this direction and sought the support of the Great Cities Research Council in pressing publishers to respond accordingly. In July of 1964 the Board of Education took a further step by instructing the Superintendent of Schools to inform all appropriate publishers that we would no longer consider textbooks that, where relevant, failed to depict in illustrations and content the realities of an urban society.

Following is a reproduction of our notice of last fall to 150 educational publishers and producers of instructional material. Also exhibited are news reports of early and recent actions by the Board. The Great Cities Research Council cooperated and supported us with similar expressions.

Exhibit A

Letter to Textbook Publishers

PITTSBURGH PUBLIC SCHOOLS

S. P. MARLAND, JR., SUPERINTENDENT

PITTSBURGH, PA. 15213

ADMINISTRATION BUILDING
BELLEFIELD AND FORBES AVENUES

September 1, 1964

Gentlemen:

At the last meeting of the Pittsburgh Board of Education the Superintendent of Schools was directed to recommend for adoption hereafter only textbooks whose illustrations, where appropriate, represent an integrated American society.

I forward this information to you for your guidance.

Sincerely yours,

B. J. McCormick
Assistant Superintendent
Curriculum and Research

BJM:mm

Pittsburgh Post Gazette
July 15, 1964

Pittsburgh Educators Act

School Board Hits 'Lily White' Texts

Directors Pressure Publishers To Reflect Civil Rights Gains

The Pittsburgh Board of Public Education yesterday decided on a "get tough" policy toward publishers of textbooks who have ignored integration.

At its monthly meeting the board instructed its staff in the future to reject all books whose illustrations do not "represent an integrated society."

The textbook action was touched off at the outset of the meeting when William H. Rea, school board president, considering the question of textbook adoption, observed that even the latest books "show no evidence" of dealing with integration.

Taking Rea's cue, Dr. Sidney P. Marland Jr., school superintendent, recommended continued pressure on the publishers to abandon "the lily white" contents of textbooks and modify them to deal realistically with civil rights.

Emphasize Social Studies

The board's attack on the publishers concerned mainly books in the field of social studies, particularly those on personal and family living, and child development.

Mrs. Leland Hazard, a a board member, said books now in use placed "too much emphasis on middle and higher income families."

The board's action continued the leadership which the Pittsburgh school system took three years ago when it joined the school boards of other major cities in the Great Citie, Schools Improvement Assn. program to obtain improvement in textbook treatment of integration.

Pittsburgh Courier
July 23, 1964

School Bd. Acts

Condemns Lily-white Textbooks

In what amounts to a virtual ban, the Pittsburgh Board of Public Education has adopted a "get tough" policy towards publishers of text books who allegedly ignored integration problems in public schools.

Caustically criticizing publishers whose texts are not current with the contemporary civil rights movement, the board instructed its staff in the future to reject all books whose illustrations do not "represent an integrated society."

The board took the action after School Board President William H. Rea gave a staunch observation that even the latest books "show no evidence of dealing with integration."

Speaking after Mr. Rea, Dr. Sidney P. Marland Jr., school superintendent, recommended continued pressure on the publishers to abandon "the lily white" contents of textbooks and modify them to deal realistically with civil rights.

In the focus of the board's attack on publishers were textbooks in the field of textbooks in the field of social studies, particularly those dealing with personal and family living and child development.

Another board member, Mrs. Leland Hazard, said books now in use placed "too much emphasis on middle and higher income families."

The latest action by the board continues its pioneering efforts to achieve integrated textbooks. The local group, together with other large cities, took the lead about three years ago in the Great Cities School Improvement Association program.

Pittsburgh educators are among those on the project's committee which is working towards an "ideal" textbook.

Exhibit C

Newspaper Report on Textbooks

Pittsburgh Post Gazette
February 27, 1963

Protest to 'Selective' Textbooks Broadened

City School Board to Urge Publishers To Show All Classes, Races in Product

A fight against textbooks that show and talk about only white students in their pictures and stories will be undertaken by the Pittsburgh public school board.

It will carry its fight to Chicago on the weekend of March 8-9 when it will try to interest school boards in 13 other major cities in joining in an assault on textbook publishers.

Wants 'All Levels' Shown

In a resolution adopted yesterday, the school board said it wants school textbooks improved by extending the illustrations and the contents to "all levels and classes of society."

Mrs. M. L. Aaron, head of the board's education committee, gave this example after the meeting of what the board is complaining about:

"We adopted a social studies textbook last year in which you cannot find from one end to the other any photographs or illustrations in which there are any children other than white youngsters of the upper middle class.

"We think books ought to be more representative of all classes.

"What kind of effect can it have on a Negro child when he sees that every book and every illustration is about some other kind of person?"

The board resolution also attacked what it called a trend in textbooks toward increased size without additional valuable content, and an overuse of illustrations and color which make books unnecessarily expensive.

Publishers should be prodded, the board said, to give much more emphasis to paperback books for school purposes. "This has been brewing a long time," President William H. Rea told the board. "This is an accumulation of gripes that we have had for a long time."

Would Interest Others

By getting other large school systems interested, Rea said, the publishers will much more quickly feel the weight of the complaint.

Pittsburgh's recommendation will be presented by Rea and Mrs. Aaron to a group called the Great Cities Improvement Program, which has representatives from schools in Baltimore, Boston, Buffalo, Chicago, Cleveland, Detroit, Houston, Los Angeles, Milwaukee, New York, Philadelphia, St. Louis and Washington.

They represent seven million pupils or one-sixth of all the public school population in the nation.

"The publishers often say that they cannot put pictures of Negroes in their books or they won't be able to sell them in the South," Mrs. Aaron said, "but we want them to know that the urban city market is greater than the market in the South."

Supt. Galvin E. Gross reported that the Great Cities group officials have already agreed to put Pittsburgh's complaint on the agenda and that textbook company officials will be present to hear them.

We have been gratified by the response from the publishing field to this challenge. As of the spring of 1965 virtually all responsible textbook publishers had either produced, or were in the process of producing, textbooks reflecting an integrated society. This included not only the illustrations for small children but the content for learning for older children. In July, 1965, the Board approved a staff recommendation for a major purchase of new textbooks and related materials for reading programs in grades 1 through 6. All of these books and materials were specially designed to meet the new standards set by the Pittsburgh Board for instructional materials relevant to urban life today.

We will not only continue to search for the most appropriate instructional materials including textbooks, films, charts, and other media, but we will also continue to influence commercial publishers and the leadership of other cities. We will continue to create, buy, and borrow curriculum materials that will aim clearly at the goal of an integrated society through the inculcation of attitudes and values in white and Negro children.

THESE ARE THE THINGS WE ARE DOING

Curriculum

Over the years, the Pittsburgh Board of Public Education has taken a number of significant steps which have conformed to the principles stated above.

In the late 1940's the administration of the Pittsburgh Public Schools recommended the removal from the school libraries of books such as *LITTLE BLACK SAMBO* that were offensive to ethnic and religious groups. This action led in 1949 to the incorporation into the textbook selection criteria the questioning of bias towards any minority group. As early as 1948 the administration insisted on integrated groups of children for class plays, music programs, school dances, and picnics. By 1950, blackface minstrel shows which incorporated objectionable dialect were banned and segregation in the schools' summer swimming program was abolished.

The social studies curriculum at all grade levels is perhaps the most strategic place in the schools for the children truly to comprehend the dignity of all men and to acquire the values and convictions pertaining to brotherhood.

Curriculum committees are presently developing instructional units on the role of the Negro in American history. The units will be inserted in appropriate places in all social studies courses in both the elementary and secondary schools.

The evolving process of curriculum construction for guidance of children at all grade levels will reflect the essential values of a racially integrated society.

THESE ARE THE THINGS WE ARE DOING

College Opportunities for Negro Students

In contrast to the unhappy general statistics cited earlier concerning the academic achievement of Negro children, we noted the many wonderful exceptions who range from satisfactory to distinguished in terms of scholarly promise.

Among the chief deterrents to academic fulfillment among able Negro children have been the lack of incentive toward a respected career from which they formerly have been barred and, for many, a lack of sufficient funds to allow realistic college hopes. These barriers are now being dismantled. The career opportunities for aspiring Negro youth at present are increasingly abundant – indeed almost to the point of conscious favoritism by employers and college scholarship committees. Further, the increasing

availability of scholarship funds, public loans, and public junior colleges promises major encouragement toward post high school education.

School College Orientation Program – Among the very dramatic efforts of the Board of Education is the School College Orientation Program of Pittsburgh (SCOPP), temporarily financed by a foundation. Briefly described, this program, through major participation initially with Carnegie Institute of Technology and subsequently in slightly different specifics with the University of Pittsburgh, identifies highly promising but low-performing high school students, many of whom are Negro. Summer classes on campus, intensive counseling, illumination of opportunities not previously known, and concentrated teaching by college professors and Pittsburgh Public School teachers characterize this program. So far, close to 150 students a year are engaged in this year-round intensive program of motivation. The cost of this program above and beyond the regular cost per student in his conventional school day is over $1,000 per year for a period of two or more years.

Other Opportunities – Apart from the highly specialized and concentrated offering of SCOPP, the general college placement program for Negro students in our high schools is receiving strong attention. It is noteworthy that the only recent Rhodes scholar from the Pittsburgh area is John Wideman, a Negro, who graduated from Peabody High School and the University of Pennsylvania and is now studying at Oxford University in England.

While we have not until recently maintained college scholarship records in terms of racial differences, the following fact is significant: during the period 1961-64 in schools enrolling a high majority of Negro high school students, 360 scholarships, totaling nearly one million dollars, were awarded through the aggressiveness of counselors, principals, and central staff officers of the Board of Education.

With the inauguration of NEED (Negro Education Emergency Drive) a year ago, $70,000 was awarded to worthy Negro students in Allegheny County, seventy-five percent of whom were Pittsburgh Public School students. The Board of Education is providing executive and guidance services to the NEED organization to carry out its goals.

The Buhl Foundation, in the spring of 1965, granted substantial funds to the Board of Education for further encouragement of the needy but talented young people who have not been gifted enough to qualify for the existing scholarship aid. Though this scholarship fund is not directed at Negro children alone, but to all needy and talented youth, it will of course be available to qualifying Negro children.

The following table (Table XIX), which lists those schools which enroll substantial numbers of Negro students, reveals the trend of scholarship awards over the past five years. (Until recently, we have not kept account of racial differences. The data on percentages of Negro students will guide the reader in estimating the effect of scholarship aid to Negro students.) It is noteworthy that in 1964 the scholarship aid to students of these five high schools (Allegheny, Fifth Avenue, Oliver, Schenley, and Westinghouse) averaged $89,630 per school as compared with an average, per school, of $66,840 in eight other high schools. (Tables XIX and XX note scholarships granted in 1964 and other scholarship data from schools having large Negro enrollments.)

THESE ARE THE THINGS WE ARE DOING

Compensatory Education

Compensatory education is a condition and a spirit more than it is a thing. It has to do with a great variety of programs and services aimed toward aiding many of the children in deprived communities.

A major shift is taking place in the increasing involvement of the Federal Government in public education. Starting a few years ago, under the National Defense Education Act, followed by the Vocational Education Act of 1963, and now the Economic Opportunity Act, we have experienced a steady and very

Table XIX

Scholarship Recipients from Schools Having Large Negro Enrollments

1961 to 1964
(Scholarship data for 1965 being compiled)

	1965 % Negro Enrollment	No. of Recipients 1961	1962	1963	1964	Potential Value 1961	1962	1963	1964	TOTAL No. of Recipients	4 Year Potential Value	Pupil-Counselor Ratio
Allegheny	25.2	11	5	6	10	$18,645	$14,500	$19,000	$51,000	32	$103,145	1:5444**
Fifth Avenue	92.9	17	10	14	45	36,100	23,400	36,800	101,535	86	197,835	1:433**
Oliver	36.8	13	6	10	13	32,940	32,900	19,396	39,080	42	124,316	1:445**
Schenley	61.7	15	16	19	46	58,300	46,018	37,800	150,750	96	292,868	1:489**
Westinghouse	98.7	17	20	26	41	40,620	29,350	42,420	105,790	104	218,180	1:496**
									Totals	360	$936,344*	

* Approximately $53,000 represents scholarships granted through Negro Emergency Education Drive (NEED)

** City-wide pupil-counselor ratio is 1:591

Table XX

Report of Scholarships Received By Graduates of Pittsburgh Public High Schools

June 24, 1964

High School	1965 % of Negroes	Number of Scholarships Boys	Girls	Total	Individual Recipients	Potential Value
Allderdice	1.7%	24	14	38	37	$127,000.00
Allegheny	25.2%	9	2	11	10	51,000.00
Carrick	4.9%	14	9	23	23	47,630.00
Fifth Avenue	92.9%	25	21	46	45	101,534.74
Gladstone	36.3%	11	4	15	15	51,650.00
Langley	9.1%	8	7	15	15	22,250.00
Oliver	36.8%	9	6	15	13	39,080.00
Peabody	11.6%	24	41	65	57	116,725.00
Perry	9.7%	2	5	7	7	18,920.00
Schenley	61.7%	26	20	46	46	150,750.00
South	6.6%	2	4	6	6	10,775.00
South Hills	9.6%	27	8	35	34	139,760.00
Westinghouse	98.7%	20	21	41	41	105,790.00
TOTALS		201	162	363	349	$982,864.74

significant increase in federal support and federal stimulation for public education. The latest and perhaps the most significant federal influence is the very recent Elementary and Secondary Education Act of 1965. The Economic Opportunity Act and the Elementary and Secondary Education Act of 1965 and their corresponding funds are aimed squarely at poverty as well as general educational uplift. In aiming at poverty, the laws as they affect Pittsburgh will bring direct and immediate results to thousands of children. The impact heavily reinforces compensatory education and may speed up the construction of new schools at sites that will improve racial balance.

Four years ago, under a grant from the Ford Foundation, Pittsburgh launched what has now become nationally recognized as one of the most dramatic efforts toward compensatory education: "The Team Teaching Project." Team teaching is an organizational device providing flexibility in grouping of children and in assignment of staff so that there may be greater opportunities for individualized or small group instruction. The effect in general is to give the child more and better educational services of all kinds. In addition to team teaching itself, the Project included several other significant features: increased counseling of children and parents, mental and physical health services, and adult education. We have also had the benefit of close cooperation from many community agencies and the services of competent volunteers in tutoring and in other roles. Mothers of the community, called "Team Mothers," are paid to work as aides in the schools to relieve the teacher of non-instructional duties.

During 1964, the dramatic new federal interest in public education, especially in compensatory education, gave Pittsburgh the means to build upon the experience of the previous years. The original Team Teaching Project was limited to five schools in the Hill District, with Herron Hill Jr. High School, Fifth Avenue High School and three Homewood-Brushton elementary schools added subsequently. Team teaching is now being extended to close to forty schools. It should be noted here that the techniques of team teaching and its related services would be extended throughout the entire school system if the Board of Education had the resources to support such a program. The costs of this program run 15 to 20% higher than the costs of the conventional program. Because of the Ford Foundation, initially, and the funds available under the Office of Economic Opportunity, currently, we have been able to establish these programs in all neighborhoods qualifying under the Economic Opportunity Act. This would have been impossible under our conventional budget.

So far, the effect of team teaching can only be evaluated to a limited degree. We have found, however, sufficient evidence to assure us that it offers a sound educational context in which to extend compensatory education, particularly because of the flexibility and fluidity of staffing which permits greatly increased attention to individual children and their unique needs. The following is an extract of a recent study made by our Research Department citing highlights of our initial evaluation:

> Important results achieved during the past four years as a direct result of team teaching provide the best answer to this question. They not only show what has been accomplished in the early stages of the program's development but point to potentials which may be realized when further improvements in professional staff, re-education of teachers, materials of instruction, tests, equipment, and facilities make possible full development of the program.
>
> These preliminary conclusions suggest that team teaching is a valuable form of organization effecting among other things:
>
> * An improved self-image on the part of pupils
> * Changes in the social behavior of children
> * Rich cultural experiences for children and their parents
> * Improved recruitment and retention of teachers
> * A reduced dependency on substitutes
> * The development of new curricular experiences for children
> * Greater individualization in instruction
> * Greater use of teachers' creative talents
> * More time for teaching and planning
> * More effective use of audio-visual aids
> * More flexible scheduling of pupils and teachers
> * More flexible grouping for instructional purposes
> * More individual and small group instruction through increased services of teaching interns
> * Improved in-service education of teachers
> * A warmer and closer school-community partnership
> * More aid for the beginning teacher

* Greater use of educationally supportive resources in the community
* Better communication between teachers and parents
* Higher morale in school communities

Pre-Primary Education - Among the dramatic new developments in compensatory education in which again Pittsburgh has been a forerunner nationally is the pre-primary program. Two years ago with volunteer help and extremely limited space borrowed from neighboring churches, we undertook two prototype programs for the pre-school child, hoping again to find the secret for interrupting the very low achievement of the child in the deprived neighborhood. Concurrently extremely important research was being carried on under Dr. Martin Deutsch, psychologist at New York Medical Center, in his work with pre-school children in Harlem. We have continued to follow closely Deutsch's work and to profit from our own experience here.

There is strong evidence that the child who comes from deep deprivation arrives at school with so many disadvantages in speech, listening, social adaptability, and self-esteem that in spite of what may be a reasonable intellect he quickly falls behind his fellows. By fourth grade he often appears to be headed for failure and potential dropout. The learning hardship is so large even at kindergarten and grade one that he may never catch up, and indeed he is likely to fall steadily behind. It is the intent of the pre-primary program to find the most deprived children at age three and bring them to schools half days, four-year-olds in the morning and threes in the afternoon, and to provide a homelike setting for the development of experiences that will fit them for fair competition with others by the time they enter kindergarten.

While our program was established for the conventional school year plus the month of July, recent action by the Office of Economic Opportunity has launched a similar nation-wide effort for summer enrollment only. This program, called "Operation Headstart," was established in Pittsburgh and overlapped with the regular summer program. The children in the Headstart program were added to those now enrolled in the regular school year program. It is the hope of the Office of Economic Opportunity that other cities will follow in the patterns already laid down in Pittsburgh and elsewhere.

The following tables describe the swift increase in numbers of children and teachers and the investment of funds involved in the elementary schools' compensatory education program over the past six years. The sudden increase in 1964-65 is the result of the Economic Opportunity Act.

Table XXI

Growth of Programs in Compensatory Education
Selected Elementary Schools;
1960 – 1965

	Number of Schools	Number of Children	All Classroom Personnel	Supportive* Personnel	Total Personnel	Ratio of Pupils to Total Personnel
1960-61	5	4000	175	17	192	20.8
1961-62	9	7500	333	21	354	21.2
1962-63	10	8000	394	21	415	19.3
1963-64	10	8500	394	21	415	20.5
1964-65	28	17429	680	69	749	23.3
1965-66**	46	30378	1316	105	1421	21.4

* Psychologists, health specialists, counselors, etc.

** Projected

Table XXII

Growth of Investment in Compensatory Education
Elementary Schools;
1960 – 1965

	Extra Funds, Above Average for all Schools	Extra Cost Per Child Above Average for all Children
1960-61	$ 215,400	$ 53.85
1961-62	287,000	38.27
1962-63	306,000	38.25
1963-64	308,000	36.24
1964-65	1,304,988	74.87
1965-66*	4,337,991	142.80

*Projected

THESE ARE THE THINGS WE ARE DOING

Occupational-Vocational-Technical Education

Occupation-Vocational-Technical education as a new and dramatic dimension of the curriculum in the Pittsburgh Public Schools is not aimed essentially at Negro boys and girls, nor is it to be construed as compensatory education. The new offerings have high relevance to all children, including Negro boys and girls. Until recently, our comprehensive high schools, focusing largely on the college entrance curriculum, provided very little in the way of saleable skills except in the business subjects. A child who was not preparing for college was either a part of the student body comprising 60 or 70% of the now somewhat obsolete "general curriculum" or was expected to elect a vocational school at the end of the eighth grade. Both of these conditions are being modified. Beginning in September, 1965, all of our high schools will become comprehensive high schools affording continued high quality academic education to the college-bound child. However, in addition we will provide for non-college-bound children, beginning at grade eleven rather than grade nine, the opportunity to prepare themselves for employment. The first two years of high school will be in the full liberal arts tradition for all children, providing early counseling and guidance for those who wish the occupational-vocational-technical program. There will be appropriate opportunities for the slow children who might otherwise be dropouts. For them, content will be oriented toward the reality of work experience as distinct from unrealistic academic expectations. The children in this program can expect to graduate and realize a respectable way of life in their jobs.

The vocational and technical offerings will be aimed toward the able children who heretofore were "general students" completing their high school with very little in the way of a saleable skill. Vocational courses will continue in the direction of the traditional crafts and trades. Technical offerings aimed at the very able child will equip him for the sophisticated jobs in such fields as electronics, chemistry, health services, etc. Offerings at the technical level will continue through grades thirteen and fourteen for those who wish more advanced work. Occupational courses will be available to meet the special needs of those boys and girls from deprived neighborhoods for whom these courses are relevant. These courses will help them arrest the cycle of despair and poverty of their lives and their neighborhoods.

By the fall of 1965, over fifty new O-V-T offerings in comprehensive high schools will be available. Increasing numbers of counselors starting at grade seven will assist students in determining career goals. Continued high emphasis will be placed on college entrance for those demonstrating academic potential. For those not preparing for college, it would be our hope that every child will conclude his high school program in possession of a saleable skill leading immediately to dignified and constructive employment in the Pittsburgh area or elsewhere.

Up to this time only a very small percentage of our Negro young people have elected the traditional vocational school curriculum. There are good reasons for this, not least of which has been the discouraging history of employment practices in the crafts trades. Our new program, offering many skills and competencies beyond those that have been historically subject to discriminatory hiring, comes at a time when enlightened labor and management are consciously seeking qualified Negro personnel.

THESE ARE THE THINGS WE ARE DOING

New Programs in Compensatory Education

By good fortune, the Pittsburgh Public Schools had a running start towards the goals of the Economic Opportunity Act. Experience over a five-year period, 1961-1965, with considerable help from the Ford Foundation, gave us the basis for building upon the education program that had been through the trial and error stage and gave promise of good results through the new sources of federal funds.

Following are new programs which have direct or indirect bearing on racial equality:

1. We have launched 23 pre-primary classes for three- and four-year-old children (mostly Negro) from the deprived neighborhoods.

2. We have selected 43 well-educated women, showing high promise but lacking certification, for an intensive training program as pre-primary teachers. This program is carried out cooperatively with the Carnegie Institute of Technology.

3. We have authorized major increases in central staff organization to build up the compensatory education program. Typical new posts being established include the following: a Director of Economic Opportunity Act Program, a Coordinator of the Pre-Primary Program, 12 supervisors of compensatory education program, 23 school-community agents, a group social worker, a counselor, and an Assistant Director of Personnel (for selection and recruitment of professional, para-professional and nonprofessional staff members for the compensatory education program).

4. We have organized active in-service planning with the faculties of schools being added to the compensatory program.

5. We have held meetings with parent groups and local leaders in school neighborhoods which are being included in the compensatory education program for the first time.

6. We have authorized new services of education through the team teaching organization for increasing individual instruction in 46 schools.

7. We have added more services of mental health and physical health through more psychologists, social workers, and teachers; through increased psychiatric services; and through increased services to children and families from the County Health Office.

8. We have increased instructional materials, textbooks, reading devices, field trips, cultural opportunities, and social opportunities for children in deprived neighborhoods.

9. We have introduced school counselors in elementary schools in deprived neighborhoods to provide an important service to children and families.

10. We have increased the number of home and school visitors in deprived neighborhood schools.

11. We have introduced classes for emotionally disturbed children in deprived neighborhoods.

12. We have introduced the ungraded primary program (kindergarten through grade 3) to permit all children to proceed academically at their own rate, with maximum attention to individual needs, without the excessive and constant threat of failure and self-disparagement.

13. We have activated greatly increased tutoring services through many cooperating private organizations and agencies, including colleges. Over 100 organizations have been associated with the Pittsburgh Public Schools over the past few years in providing voluntary services to our compensatory education program.

14. We have organized the "transition room," between the primary grades and grades four, to serve as an opportunity for one additional year of small group work for those children completing the first three years without yet having gained the foundation skills in reading and arithmetic necessary to successful work in the intermediate grades 4 and 5.

15. Plans are now being formulated for a massive reading program, not just for the children of deprived neighborhoods, but for all children in Pittsburgh. This program, supported in large part initially by the Ford Foundation, will provide intensive, specialized teaching in reading for the swift as well as for the slow and for the child of average ability. It will have particular value for the low-achieving children of deprivation, for whom reading is an absolutely essential foundation if subsequent education is to be effective.

While the foregoing items are not all-inclusive of the emerging program in compensatory education, they are illustrative of the large new dimensions of education made possible by foundation funds and new federal resources.

THESE ARE THE THINGS WE ARE DOING

The Revised Pupil Assignment Policy

In 1962 the Board revised their pupil assignment policy to provide for the voluntary transfer of children to any school in the city where space was available. Annually thereafter there has been published what has been called the "schools with available space" under the pupil assignment policy. While this arrangement has affected only a relatively small number of children, it has permitted several schools previously all white to enroll Negro boys and girls. Over the two-year period since its adoption, the policy has facilitated the transfer of about 900 children, most of whom were Negro, to schools where their presence improved the degree of integration. While it was not the primary purpose of this policy amendment to integrate schools, but rather to free families to choose schools with smaller enrollment, the fact remains that a modest advance toward integration resulted.

A record of 900 transfers out of 18,000 Negro children who are enrolled in schools with predominantly Negro enrollment gives no great cause for satisfaction. The schools having space to accommodate the policy are steadily decreasing in number and therefore frustrate our progress with this arrangement. As new construction proceeds, we hope to increase the opportunities available under the pupil assignment policy. It should be noted, of course, that as a result of the transfers under the revised pupil assignment, a substantial number of white children have realized their first significant experience in an integrated school.

THESE ARE THE THINGS WE ARE DOING

Work with Consultants

Over the past few years we have sought many routes to the goals of integration and compensatory education. We have drawn upon a variety of resources beyond our own Board of Education and staff. We

intend to continue to do so. Some of these resources are provided by local agencies and by specialized individuals from these agencies. Some are from agencies outside the city and others are individuals of national stature in their fields. Continuous and constant communication has been established with these agencies and individuals as we seek their contribution to our planning and program development. In this respect, we consider them consultants to the Board of Education, informal though the relationship may be.

Local Consultants in Government and Civic Affairs

Among our local consultants, we include the *City Planning Commission* as it bends its efforts to help us discover the most promising school sites and to keep us informed of long-term plans that affect school districts; plans, for example, such as the location of transit routes and highways. This Commission has also served as well in identifying the neighborhoods qualifying for funds under the Economic Opportunity Act.

We also collaborate closely with the *Urban Redevelopment Authority,* which assists us in the consideration of school sites and the financial opportunities of urban renewal.

The *Mayor's Commission on Human Relations* is a constant source of reliable and sensitive counsel to us in our efforts to achieve racial equality. Through its initiative we have encouraged the activation of junior human relations commissions in some of our high schools through student government organizations. Similarly, the Commission has worked closely with our personnel office in evaluating the processes surrounding the staffing of our schools.

The most recent and perhaps one of the most dramatic developments with governmental agencies during the past year is the activation of the *Mayor's Commission on Human Resources,* which is the name given to the committee of directors of the city's anti-poverty program. All plans under our compensatory education curriculum and offerings are coordinated through the Human Resources office, where opportunities are provided for residents of deprived neighborhoods to aid in the planning of programs and to share in the work of human recovery. This agency is a respected source of counsel to the Board of Education.

The *Department of Public Safety* has demonstrated high sensitivity and cooperation in cases where tensions were developing and where incidents of a racial nature could have become explosive.

There is a constant and rewarding partnership with the *Health and Welfare Association,* particularly in the direction of articulating our respective roles in deprived neighborhoods.

The staffs of our neighboring *Universities* are constantly on call to work with us, particularly in matters of curriculum development and evaluation.

Special Consultations with Local Civil Rights Groups

Acting upon the instructions of the Board of Education in the fall of 1963, the Superintendent of Schools initiated conferences with all Negro organizations in the city. During 1963-64, he visited with eighteen separate groups to seek their guidance to the schools and to explore with them the problems surrounding integration and compensatory education.

These initial meetings led to an informal but enduring arrangement for periodic meetings with the officers and key staff members of the Human Relations Commission, the National Association for the Advancement of Colored People, the Urban League, the United Negro Protest Committee, and, as occasions required, groups with special interests pertaining to a specific topic or neighborhood. During the past year such meetings were held approximately at monthly intervals, at the invitation of the President of the Board of Education or the Superintendent of Schools, depending upon the nature of the meeting. The agenda for these meetings generally related to policy matters, in which the Board sought the counsel of civil rights leaders on questions affecting racial equality.

The Board of Education's Committee on Racial Equality, activated by the President of the Board nearly two years ago, has frequently invited civil rights leaders to its sessions for increased mutual understanding and joint study of racial problems confronting the Board of Education.

Growing out of the Racial Equality Committee's policy level meetings with civil rights leaders, a study committee of staff-level representatives of civil rights and neighborhood groups was appointed in the winter of 1964-65 to work with the school staff on the location of a middle school site to serve the Homewood-Brushton neighborhood, where critical overload of Westinghouse High School is of grave concern to the Board of Education. Members of the staff study committee of civil rights and neighborhood groups are, for the most part, professional or volunteer workers, as distinct from the elected organization officers noted previously who periodically meet with the Board's Racial Equality Committee on policy matters. The staff-level work on specific operational issues, as distinct from policy, has led to depth studies in searching for opportunities for improved racial balance.

It is the intent of the Board of Education, as we seek school sites throughout the city, to continue the practice of involving local citizens as well as civil rights group staff members and City Planning staff in exploiting opportunities for integration through new site selection.

Nationally Recognized Consultants

Until recently, the Board of Education had not engaged an "outside" consultant organization for long-term, depth studies which might lead to improved integration and compensatory education. We took steps in this direction with Harvard University during the summer of 1965. However, in recent year, we have sought the counsel of short-term or periodic evaluations by expert authorities in a number of instances:

1. Mr. Mitchell Sviridoff, Executive Director of Community Progress, Inc., in New Haven, Connecticut, whose leadership in urban problems had attracted favorable attention throughout the nation, was invited to spend two days with us evaluating the problems in Pittsburgh and giving us general guidance, particularly in relation to implications for inter-governmental cooperation and housing.

2. Mr. Clifford Campbell, former distinguished principal of Dunbar Vocational High School, Chicago, and subsequently Deputy Commissioner of City Planning in Chicago, is retained on a day-to-day basis by the Board of Education for general guidance in our development of the Education Park concept. He has met not only with the Board of Education but with the civil rights leaders in attendance at Board Racial Equality Committee meetings. He meets from time to time with our staff to give broad counsel and to stimulate us with new ideas. Mr. Campbell's special competencies and experience also have been engaged to relate our new Occupational, Vocational, Technical Education to the goals of integration and compensatory education.

3. David Lewis, Mellon Professor of Architecture and Urban Design, Carnegie Institute of Technology, has been retained by the Board of Education for the past year as urban design consultant for the Education Park. Professor Lewis' team of consultants has included social scientists, engineers, city planning specialists, and architects. He has studied five principal areas of the city (the Hill, Homewood-Brushton, Lower North Side, South Side, and Hazelwood) to help us validate the feasibility of the Education Park as a massive instrument for effecting racial, social, and economic integration through a unique educational complex. Hopefully, his work will take on increasing scope and significance as we become more deeply involved with other governmental agencies and planners – federal, state, and local.

4. Informal collaboration with Dr. Martin Deutsch of New York City has, as noted earlier, supported our innovations in the pre-primary program for three and four year olds.

Harvard University Counsulting Team

After several months of negotiation, we agreed in May, 1965, to join Harvard University in a major depth study of the opportunities open to the Board of Education for increased effectiveness in racial integration and compensatory education. This study will bring to us the objectivity and detachment of disinterested but competent scholars in the fields of education, law, and the social sciences. We are prepared, as with local, informal or formal consultants, to invest many hours of staff and Board members' time and energy in our collaboration with the Harvard team. Most of the cost of the Harvard consultantship will be borne by foundation funds.

Other Consultants

The Board of Education has been, and will continue to be, alert to the possibilities of increased effectiveness through the retention of consultants. However, as we view the experiences of other cities we quickly recognize that consultants do not solve the problems. They bring new insights, scholarship, and vision to the tasks which have confronted us over a long period. They may suggest, stimulate, collect data, and offer inventive ideas. But the end product must be a design that we believe, accept, and wholly endorse. Otherwise the consultant's role is an exercise in futility. We will therefore keep in close contact with our consultants as we progress from step to step in our planning together.

THESE ARE THE THINGS WE ARE DOING

Student Involvement

It has been noted earlier that apart from the immediate and more transitory measures affecting integration, the schools have a fundamental obligation to share with the home and the church in the inculcation of values held by children. Both Negro and white children must have increased opportunities to learn about each other, to respect the rights and dignity of all persons, to learn to struggle for the perfect freedom to which America aspires. At no other time in our history has the social setting been so favorable and so stimulating to constructive learning about brotherhood and freedom in our classrooms. Teachers of all subjects and at all levels have been encouraged to maximize their opportunities and responsibilities in this direction.

Among the promising activities now occurring among students is the launching of junior human relations commissions as outgrowths of high school student councils. In conjunction with the Mayor's Human Relations Commission, five high schools have started "pilot" commissions during early 1965, each with eight students and a faculty adviser serving in each school as leaders concerned about racial equality. If these original commissions prove successful, it is expected that the other schools will follow.

As an outgrowth of these commissions it is hoped that student initiated programs of inter-school (and interracial) character will follow. While athletic events between schools have been common, we see the feasibility of fruitful exchanges of programs in drama, music, science activities, debates, forums on key social issues, literary clubs, hobby groups, and just plain fellowship. Such activities will be far more effective, in our judgment, if they grow out of student initiative and creativity, as distinct from being arranged by the faculty or administration. They will flourish as honest processes of integration if left principally to the voluntary and self-motivated actions of young people of high school age.

Not unrelated to the student Human Relations Commission is a similar activity in PTA groups. Fruitful exchanges of visits between mothers of predominantly Negro schools and predominantly white schools have been enjoyed by both parties.

THESE ARE THE THINGS WE ARE PLANNING

Urban Teacher Project

Pittsburgh is currently sharing the responsibility with several other cities for the establishment of a new program in teacher education called the Urban Teacher Project. With the cooperation of the University of Pittsburgh and Duquesne University, a completely new design is being constructed for the early identification and specialized training of undergraduate students who will become teachers in our deprived communities.

This collegiate program will, for teachers of all grades and subjects, culminate in a fifth year of apprentice teaching in deprived neighborhood schools. The shock that some young beginning teachers now experience upon starting their careers in deprived neighborhood schools should no longer occur for those trained under such a program. The specialized techniques and programs suited to children of the inner city, rather than the techniques and programs aimed for the middle class child, would characterize the education of the teacher. We would expect teachers to acquire special competencies and attitudes through this program and to choose the profession of teaching in the inner city.

THESE ARE THE THINGS WE ARE PLANNING

Selection of School Sites

A fifty or sixty million dollar building program lies ahead of us as funds become available. In some new site locations, even the most imaginative drawing of district lines would give little promise of stable integration. On the other hand, most new sites can be helpful in this respect. Present studies of sites in heavily populated Negro neighborhoods where construction is critically needed give little promise of immediate integration. The children so desperately in need of new schools are Negro children. Schools located so remotely from them as to effect a racial balance would depopulate schools now occupied by white children and would place these schools so far from the community to be served that they would be ineffective as visible centers of community intellectual, recreational, and civic activity. But in spite of these frustrations, there is good likelihood that many of our new school sites can facilitate integration. Every effort will be made to accomplish this result.

THESE ARE THE THINGS WE ARE PLANNING

City-Wide School Boundary Study

The Board of Education has entered into an arrangement with a team of specialists from Harvard University for the latter half of 1965 and possibly 1966 to assist us in our search for increased integration. One of the tasks of the consultants will be to re-examine all present school service area boundaries and feeder systems to secondary schools for the improvement of racial balance. We have wrestled with this problem alone and with the counsel of Negro leaders, in Pittsburgh without notable results. Our rivers and ravines, our railroad lines and bridges, our highways and projected transit systems, our sudden population shifts raise frustrating obstacles to a better scheme of school boundaries. We hope that the fresh and objective views of the consultants will bring new imaginativeness and discovery to this task.

THESE ARE THE THINGS WE ARE PLANNING

Education Park

Of all the feverish efforts which we have pressed to bring about improved integration, the Education Park has the most promise for Pittsburgh. It is, likewise, the most costly.

The Education Park concept, as we have developed it in Pittsburgh, is based on the fundamental principle that fine schools, properly situated, can contribute substantially to the total social reconstruction and integration of major sections of our city. We envision the Education Park concept being implemented in a large section of the city on areas of land of irregular shape and possibly ill-used because of severely depressed home sites or unconventional topography, such as steep slopes and air rights over transportation systems. We imagine this land as being developed into a truly park-like area, not necessarily of one piece, but comprised of well landscaped streets, broad pedestrian walks and outdoor recreation facilities, all linked together, physically and socially, with a group of educational buildings and other public and private community facilities, including both rehabilitated and new housing. This concept suggests not only school services as the theme of the Park, but all appropriate community services, public and private, related through the planned articulation of renovated and new school buildings with other functions such as public health service, mental health service, adult education, recreation, re-employment, libraries, art collections, theatre, legal aid, and other appropriate community resources.

A number of forces converging in the mid-1960's in Pittsburgh offer unique opportunities for the implementation of the Education Park concept:

1. There prevails a genuine and active concern for the betterment of the deprived families, mostly Negro; and for a fuller integration, in all aspects of the life of our city, for people of various social, economic, and intellectual backgrounds.

2. Our city has also become increasingly aware that education lies at the heart of a healthy economic life.

3. Several massive federal efforts have emerged in recent legislation for:

   a. The encouragement of occupational-vocational-technical education

   b. The support of programs designed to reduce poverty of all types

   c. The intensification of educational programs for disadvantaged children

   d. The stimulation of research and development for educational innovation

4. New legislation in the state gives high support and encouragement to the establishment of public post-high school programs, particularly in technology.

5. Local foundations and universities have worked with us in constructing challenging programs for the academically talented boys and girls in our schools.

6. The city appears to have reached a change-over phase in its Renaissance movement. The concern of the Allegheny Conference for physical improvements is now enhanced by a concern for increased social and cultural improvements.

7. The Board of Education, already accustomed and responsive to a spirit of educational research and innovation, enjoys a well-established partnership with the several other agencies of government that would necessarily be involved in a matter such as Education Park.

The Education Park concept for the Pittsburgh Public Schools was first developed by our staff during the winter of the 1963-1964 school year. Shortly thereafter, a grant was secured from the Educational Facilities Laboratories to finance a preliminary study of the feasibility of Education Park. This feasibility study was carried out by architect and urban designer David Lewis and his associates from the Carnegie Institute of Technology during the summer of 1964, in cooperation with the staff of the Pittsburgh Public Schools and representatives from a wide range of public and private agencies of the city. The Education Park feasibility study report, presented to the Board of Education in the fall of 1964, consisted of a detailed journal of the development of the study and comprehensive set of master plan maps and overlays illustrating schematically the application of the Education Park concept to several sections of the city. These master plans outlined the existing, anticipated and proposed design for the sections of the city, in terms of school facilities as well as housing, transportation systems, commercial and industrial development, community land and facilities for health, welfare and cultural activities. Our Education Park planning continues with the aid of an additional planning grant from the Educational Facilities Laboratories. Major attention is being given, during 1965, to the involvement of appropriate leaders of community agencies, both public and private, as we press toward specific implementation of the Education Park idea in our city.

Though the Education Park concept is still in the process of detailed definition, and is subject to further change as our planning continues, we might underscore several guiding principles that are basic to the concept at this time.

The term "Education Park" is not necessarily final. Since our concept ultimately implies more than a park and more than education, it may be that another phrase will eventually seem more appropriate to describe the concept. (The term seems to have acquired varied meanings around the country since we began to use it.)

Because the Education Park concept far transcends educational considerations, broader city planning – by all governmental agencies – particularly fiscal and housing relocation planning – is essential to a realization of the concept.

Education Park is a dynamic concept rather than a static plan. Accordingly, the implementation of the Education Park concept in one section of our city might vary greatly from its implementation in another.

In one sense, our conception of an Education Park includes a restatement of traditional arrangements between elementary and secondary schools. On the other hand, emerging innovations in school organization – including pre-primary schools for very young children, primary unit schools for the early elementary years (grades 1-4 or 5), middle schools for early adolescents (grades 5 or 6-8), comprehensive high schools (grades 9-12) for adolescents, and technical institutes and community colleges for adults, young and old – give Education Park a composition of the full span of schools which enhance and strengthen the traditional arrangements.

If it is to be successful, an Education Park must consist of much that is new in buildings, land use and institutional programs. However, an Education Park might also include existing buildings and other resources well established and functional in various sections of the city.

To reiterate, a primary objective of the Education Park idea is the racial integration of the schools in those sections of the city to be served, through a distinctively high quality education program. Accordingly, an Education Park must be sited so that, at the time of its inception, its schools will be strategically located to serve communities consisting of different racial and socio-economic groups. It is intended that, over time, Education Parks will provide a school and community environment so attractive that they will *stimulate increased voluntary racial integration* within and among these sections of the city, particularly in their residential patterns. To realize its fullest potential, an Education Park must serve a section of the city comprised of youth and adults representative of the full range of our heterogeneous social, economic and intellectual society.

THESE ARE THE THINGS WE ARE PLANNING

Massive Reorganization of High Schools

Realizing that complete Education Parks deployed throughout the city may be somewhat remote goals, we believe that an initial phase of our implementation of the Parks may rest in the creation of a plan for a completely new system of comprehensive high schools. Accordingly, our present building program, clearly aimed toward the creation of middle schools, may be based upon the creation of large new high schools, with the corresponding conversion of many present high schools into middle schools.

The new high schools, with student populations ranging from 3000 to 5000 or more, would be large enough to serve broad and diverse geographic segments of the community and would serve ultimately as the centers of the Parks. The sites would be selected cooperatively with the City Planning Commission and other governmental agencies, and would be sources of great civic pride as well as community service. The high schools should be consistent in every way with our "stretch for excellence." They should be adaptable to the needs of strong basic academic programs as well as occupational, vocational, and technical programs. They should become the heart of community social, cultural, and recreational activities. In the spirit of the Education Park, a high school building would lie at the heart of a school sub-system comprised of the elementary and middle schools related to the high school. The total school sub-system would serve upwards of 15,000 to 20,000 students.

The high schools would become a very large instrument for city-wide racial integration for young people who are sufficiently mature to travel substantial distances from their home neighborhoods to attend school.

This high school plan, giving promise of reasonably early action, will be under study by the Board of Education during the next several months, with the help of consultants, including those from Harvard University who have recently related to our efforts here in Pittsburgh. It will call for extensive reorientation of present schools, feeder systems, and faculties. It will call for major collaboration and cooperation with other agencies of government. It will call for earnest and patient support from citizens, especially school patrons. It could, if found to be feasible, be the beginning of a shining example of urban education at its best.

Dr. Marland explains a critical point to Homewood-Brushton neighborhood representatives as Byrd R. Brown (left) listens. On Dr. Marland's left are Louis J. Reizenstein, Board member, and Reverend Herbert Wilkerson, executive secretary of NAACP.

One of many meetings of the Racial Equality Committee. Left to right: Louis Mason, executive director, Mayor's Commission on Human Relations; William H. Rea, Board president; Byrd R. Brown, president, NAACP; and Dr. S. P. Marland, Jr., superintendent of schools.

SUMMARY OF PROBLEMS, PRINCIPLES, PRACTICES AND PLANS

This report in many ways has been a recitation of forces working at cross purposes, one against the other. We have not attempted to please anyone in declaring the hard facts we face. We have stated without qualification that we believe in integrated schools. This works at cross purposes with those who seek to preserve all-white neighborhoods. We have made it clear that, in our belief, compensatory education for Negro children is essential and that it must be introduced in large measure. This assertion will be viewed by some Negro leaders as proceeding at cross purposes with their hopes for immediate integration, in that compensatory education implies that many children remain segregated. Until we find ways to desegregate schools more effectively, we intend to pursue the compensatory route.

Another cross purpose that shadows our work is the shifting population which we are trying to serve. Swiftly increasing numbers of Negro pupils, measured against decreasing numbers of white pupils, aggravate the Board's search for balanced schools. And opinions differ as to just what a "balanced" school is, and how it remains "balanced."

We find ourselves at cross purposes with civil rights leaders if we speak of quotas, yet we find that our society does not neatly arrange the numbers and races of children in a school district according to steady and dependable percentages of, for example, 65% white and 35% Negro as our total enrollment happens now to be. As shifts occur, and white families decrease in number while Negro families increase, we must beware lest our actions may hasten the segregation of more schools.

Another cross purpose which we cannot yet resolve is our determination to abandon or remodel badly overcrowded and in some cases old, uneconomical and ugly schools in our deprived neighborhoods. In so doing (as the case of the Homewood-Brushton Middle School) we compound segregation. For if the school is truly to serve the children who need it and provide a bright center for community services to families, it belongs in the neighborhood where the patrons are almost entirely Negro. We cannot, in spite of our hopes for integrated schools, find any good sense in removing white children from adjacent areas in underpopulated schools to force some kind of arranged racial balance in Homewood-Brushton. This would work at cross purposes with some of the white families we hope to attract from the suburbs.

We can cite a specific illustration of these contradictions. While we know of course of the earnest demand for integrated schools from national and local leaders of the civil rights movement, in selecting a site for an essential new school in Pittsburgh, the Board of Education received an equally earnest demand from a responsible Negro neighborhood organization disagreeing with the civil rights leaders' insistence on locating the school outside the Negro neighborhood:

> ". . . We, the residents, feel that these schools must be built if we are to get better education and relief for overcrowded conditions which exist today. Racial balance is desirable, but not at the expense of our children's education. . . We go on record as of this date, and with the full vote of the Association, that we are against any alternate plan that would not put the new schools in (our) area."

Finally, the Economic Opportunity Act funds, available for investment in deprived neighborhoods, work at cross purposes with the relocation of Negro children in non-qualifying neighborhoods.

We could continue listing other components of our racial concerns that work at cross purposes, one with the other. Indeed we have, in this report, endeavored to describe the monstrous frustrations that occupy the Board of Education and the staff of the Pittsburgh Public Schools. If the report carries a note of pessimism, it is because we wish we had more signs of promise than we now see immediately before us.

SOME HARD THOUGHTS

In conclusion we offer a number of major observations, the foundations for which rest in the body of this report.

Investment in Education

While we do not pretend to have immediate solutions to the problem of racially balanced schools, we do acknowledge that the education of children is the reason we exist, as Board members and teachers. We declare that in the field in which we claim competence, namely education, we can and must provide a massive compensatory program of instruction that will contribute to an enduring and rational integration of the races.

The Flight of the Whites

We deplore the fact that many white families have chosen to leave the city altogether rather than take part in the great social evolution now upon us. We can state emphatically that the public schools of Pittsburgh are producing objectively measurable results comparable with the most exclusive nonpublic or suburban school. There need be no cause for flight on the basis of educational offerings. If the flight is based on prejudice or a search for the isolation of whites, then we pity the children of such a family, because they will grow up in half a world. The city teaches many lessons, not all of them in the classroom. The world of the year 2000 is now being cultivated in the cities. This is the place for children to be living together and learning together for the good of the white child as well as the Negro child.

The Need for Responsible Leadership

We accept the fact that there are many factions and differences of belief among members of the Negro community, as there are among members of the white community. We shall continue to work hard to retain the good faith and the open lines of communication with all responsible Negro and white groups.

We ask, however, for mature and constructive leaders who will be willing to work with us – long hours, perhaps, sometimes for small gains. We have some such leaders and workers, especially from Negro organizations. Yet we find that some in positions of leadership gain their satisfactions in making public accusations in sweeping statements that contribute nothing. Even when they are invited to help us discover solutions, they offer no solutions except the repetition of the cry, "Freedom Now!" We too, as Board members, cry "Freedom Now!", but we ask for the help of responsible Negro and white leaders in discovering how "Freedom Now!" happens.

The Board members and staff members have been subjected to pressures, sometimes unreasonable and angry pressures, from groups and individuals. This is a sign of the times, and we believe we know something of the frustration and hostility that produce such behavior. We will remain available for honest deliberation at all times, believing that man's problems, no matter how large, can be resolved by people of good will.

Finances

The issue of racial equality is one of the two major concerns of the Board of Education; the issue of money is the other. The Board of Education needs additional income beyond that attainable through local taxes and present state reimbursement of at least twelve million dollars a year by 1968. We need this money to maintain a good school system – to pay teachers decent salaries, to build long overdue schools,

to effect major plant repairs, and to adapt our curriculum and program to the realities of our time. There are no "extras" in the $12 million.

Compensatory education means just what it says. As long as there are marked deficiencies in the educational achievement of children in schools in our deprived neighborhoods, those children must have a larger share of the limited tax dollars. So long as there is not enough money to do all the things for all the children of the city that we feel we should do, we must make the bitter choice to do more for the deprived, even at the expense of those not deprived, if necessary.

At the same time we will, to the maximum extent possible, with the means at hand retain a dynamic instructional program for children who are not disadvantaged.

Foundation funds are at hand currently for application to programs in both deprived and non-deprived neighborhoods, but these funds along with government monies are for "the extras" – the experimental or the emergency projects. They do not relieve the great and continuing need in the mainstream of education.

The Education Park

The Education Park concept is a very promising proposition for large-scale integration of children in school. We shall continue the piecemeal efforts which make small gains here and there, but any large and dramatic gains will call for large and dramatic solutions such as the Education Park concept. This is very costly. It involves virtually all compartments of government at local level and substantial participation by state and federal agencies. We have gained the initial support of local governmental agencies and are now proceeding with specific plans. Our aim is very high. The possibilities are very large.

Other Governmental and Civic Agencies

The schools, for all their good intentions, cannot reconstruct the social and economic arrangements of the city. The integration of children in schools requires that other agencies carry a share of the responsibility. City Planning, the Urban Redevelopment Authority, the Housing Authority, the Commission on Human Relations, the Pittsburgh Transit Authority, churches, social agencies, and health and welfare institutions are essential partners with the schools in this great social movement.

At this time there is no unified city-wide mechanism for the concerted attack on racial segregation. All parties, concerned with their own field, are acting separately and without overall, unified direction. We in the Board of Education declare that we are prepared to join with other responsible agencies, public or private, under a central system of city-wide associations for the work of desegregating the Negro families of Pittsburgh. We cannot do it alone.

* * * * *

APPENDIX

THE EXPERIENCE OF OTHER LARGE CITIES

It has been noted previously that Pittsburgh is by no means alone in facing the task of constructing a whole life for our Negro children – through improved racial balance and compensatory education. We are in constant and constructive communication on this subject with other cities of the North and West. For this purpose, the convenient resources of the Great Cities Research Council are immediately at hand.

The following is a brief account of parallel efforts and problems in other large cities:

Baltimore

Use of open enrollment. Special committees on subjects such as textbooks. Broad policy statement in 1963 – taking particular note of desirability of staff integration through teacher assignment. Racial bitterness became personal, leading to resignation of Superintendent.

Boston

Open enrollment plan, similar to Pittsburgh's pupil assignment policy. Confrontation with NAACP. Serious disputes, resulting in periodic picketing Board of Education. U.S. Commission on Civil Rights investigation showed possible relationship between de jure segregated public housing and de facto segregated public schools. "Blue Ribbon" citizen's committee recently submitted report at state level condemning de facto segregation in the Public Schools and advocating forced integration. *Law suit pending.*

Chicago

Considerable controversy and strife. Main point of contention: allegation of perpetuation of de facto segregation through the use of portable classrooms rather than redistricting to cope with changing enrollments. Demonstrations (sit-ins, etc.) and federal lawsuit; case dismissed, but with reprimand, to school system, from the bench. Recent report by a Special Advisory Committee on Integration. Problems of board-administration relations, leading to temporary resignation of Superintendent. Civil rights groups demanded resignation of Superintendent during spring and summer of 1965.

Cleveland

Chief concern with facilities planning. Human relations commission for schools created. Considerable strife, including nationally publicized fatal accident at school construction demonstration and problems of board-administration relations, leading to resignation of Superintendent.

Detroit

Committee on Equal Educational Opportunity, 1952. Special textbook policy, 1962. Open enrollment. Free transportation of children from overcrowded to under-utilized schools, effecting some integration. Teacher transfer plan whereby teachers change districts every three years; effects staff integration and balance in experience. Concern with limitations in vocational programs. A very worthwhile statement by the Board of Education concerning principles relating to racial equality. This statement has been useful to our staff here in Pittsburgh.

Los Angeles

Special committee on equal educational opportunity; recommendations and related staff actions. Creation of special Office of Urban Affairs in the Board of Education.

Milwaukee

Special committee on equal educational opportunity. Highlighting of open enrollment. Special commissions to study other techniques for integration.

New York City

Serious concern since 1956 and major Public Education Association Report. Major court decisions in 1958 and 1964. Experimentation with almost all techniques for integration – busing, redistricting, paired schools, etc. Considerable state influence. Multitude of special studies by staff and others. Continued tension – boycotts by Negroes and whites. Superintendent asked to resign partly in relation to race relations matters.

Philadelphia

Policy statements: 1959 on Nondiscrimination; 1963 on Integration. Special commission on study of integration. Volunteer teacher exchange programs between teachers in disadvantaged schools and those in favored schools. Concern with limitations in vocational programs. Court action (NAACP lawsuit).

San Francisco

Confrontation with NAACP. Creation of role of Assistant Superintendent for Human Relations.

St. Louis

Integration effected through transportation to relieve overcrowding, but resegregation in classrooms alleged to have resulted. Heated controversy, suspected to have broken Superintendent's health.

Washington

School population nearly 90% Negro following desegregation in 1954. De facto segregation no longer significant issue. Staff integration carried out in 1964 to give racial balance in staff, if not in enrollment.

The foregoing highlights from other cities reveal only limited promise, so far, of procedures and practices that suggest success. The Pittsburgh Board of Education will continue actively to collaborate with other cities to profit by their advances and to share with them our own accomplishments.

In accordance with the School Laws of Pennsylvania, we have conducted a continuous audit of transactions made by the Board of Public Education of the School District of Pittsburgh, Pennsylvania during the year ended December 31, 1964 and have examined accounting records of the Board and other supporting evidence by methods and to the extent we deemed appropriate.

In our opinion, the accompanying Balance Sheets and related statements of Revenues and Expenditures present fairly the position of the Board of Public Education of the School District of Pittsburgh, Pennsylvania at December 31, 1964 and the results of its operations for the year 1964, in conformity with municipal accounting practices applied on a modified cash basis consistent with that of the preceding year.

EDWARD R. FREY, School Controller
LEO C. SCULLY, C.P.A., Auditor

COMBINED REVENUES, EXPENDITURES AND UNENCUMBERED BALANCES
For the Fiscal Year Ended December 31, 1964

	COMBINED	GENERAL FUND	CAPITAL FUNDS	SPECIAL FUNDS	FOOD SERVICE FUND
UNENCUMBERED BALANCE, January 1, 1964	$ 2,459,178.75	$ 1,313,617.35	$ 98,302.71	$ 836,353.53	$ 210,905.16
Sundry Adjustments	15,760.58	15,760.58	–	–	–
Projects Previously Authorized and Cancelled, Net	959,784.90	–	959,784.90	–	–
	3,434,724.23	1,329,377.93	1,058,087.61	836,353.53	210,905.16
REVENUES:					
Taxes:					
Real Estate	20,602,835.89	20,602,835.89	–	–	–
Earned Income	4,875,600.62	4,875,600.62	–	–	–
Mercantile	1,370,776.63	1,370,776.63	–	–	–
Personal Property	1,605,223.99	1,605,223.99	–	–	–
Per Capita Tax	101,152.42	101,152.42	–	–	–
Total Taxes	28,555,589.55	28,555,589.55	–	–	–
State Appropriation	8,394,806.84	8,394,806.84	–	–	–
Sale of Property	1,621,484.10	17,363.63	1,604,120.47	–	–
1964 Capital Improvement Account	4,000,000.00	–	4,000,000.00	–	–
Team Teaching Program	210,566.39	–	–	210,566.39	–
Manpower Development and Training Act – Youth and Adult Projects	423,587.55	–	–	423,587.55	–
Compensatory Education	1,042,880.00	–	–	1,042,880.00	–
Food Sales and Sundry Income	981,519.15	–	–	–	981,519.15
Miscellaneous: including tuition, foundation grants, government subsidies, etc.	1,964,243.49	916,820.73	71,349.36	976,073.40	–
Total Revenues	47,194,677.07	37,884,580.75	5,675,469.83	2,653,107.34	981,519.15
Totals	$50,629,401.30	$39,213,958.68	$6,733,557.44	$3,489,460.87	$1,192,424.31
EXPENDITURES:					
Salaries, Wages and Employe Benefits	$29,401,982.94	$29,401,982.94	$ –	$ –	$ –
Supplies, Expenses and Maintenance	3,982,453.84	3,982,453.84	–	–	–
Capital Outlay	6,450,642.45	2,087,190.13	4,363,452.32	–	–
Debt Service	2,071,557.50	2,071,557.50	–	–	–
Refunds	334,326.63	326,929.30	7,397.33	–	–
Team Teaching Program	269,767.04	–	–	269,767.04	–
Manpower Development and Training Act – Youth and Adult Projects	469,868.58	–	–	469,868.58	–
Compensatory Education	70,296.97	–	–	70,296.97	–
Cost of Food Sales	951,664.70	–	–	–	951,664.70
Miscellaneous: including taxes, educational programs, etc.	402,601.26	–	39,258.85	363,342.41	–
Total Expenditures	$44,405,161.91	$37,870,113.71	$4,410,108.50	$1,173,275.00	$ 951,664.70
UNENCUMBERED BALANCE, December 31, 1964	$ 6,224,239.39	$ 1,343,844.97	$2,323,448.94	$2,316,185.87	$ 240,759.61

COMBINED BALANCE SHEET

As of December 31, 1964

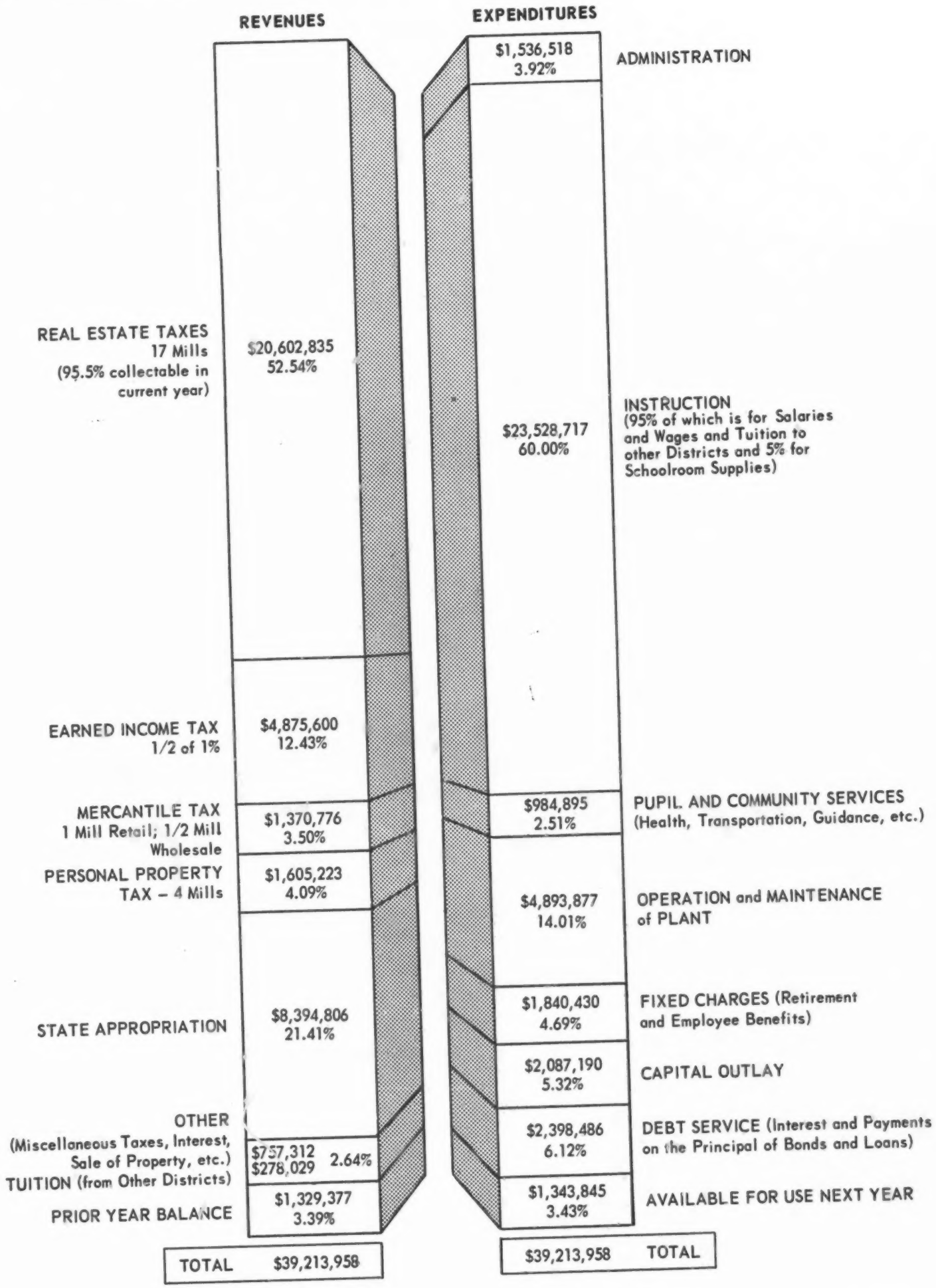
ASSETS	COMBINED	GENERAL FUND	CAPITAL FUNDS	SPECIAL FUNDS	FOOD SERVICE FUND
CASH IN BANK AND ON HAND:					
Available Cash in Bank	$ 5,645,140.75	$2,885,179.27	$ 736,846.27	$1,784,273.75	$238,841.46
Petty Cash and Change Funds	12,064.91	6,975.00	–	1,484.91	3,605.00
Receipts in Transit	347,600.73	335,451.83	–	–	12,148.90
Total Cash	6,004,806.39	3,227,606.10	736,846.27	1,785,758.66	254,595.36
RECEIVABLES:					
Real Estate Taxes:					
Current Year Estimated Uncollectible	658,867.54	658,867.54	–	–	–
Prior Years Delinquent	1,624,910.45	1,624,910.45	–	–	–
Treasurer's Tax Sale Equities	1,238,094.61	1,238,094.61	–	–	–
Personal Property Tax Delinquent	50,156.59	50,156.59	–	–	–
Tuition	36,721.70	36,721.70	–	–	–
	3,608,750.89	3,608,750.89	–	–	–
1961 Capital Improvement Account	2,000,000.00	–	2,000,000.00	–	–
1963 Capital Improvement Account	3,000,000.00	–	3,000,000.00	–	–
1964 Capital Improvement Account	4,000,000.00	–	4,000,000.00	–	–
Due from Other Funds	260,865.70	260,865.70	–	–	–
Sundry:					
Commonwealth of Pennsylvania	147,721.18	–	–	147,721.18	–
Treasurer's Audit Fund	4,739.61	4,739.61	–	–	–
Sundry Accounts	1,770,037.96	135,491.51	–	1,632,452.71	2,093.74
Total Receivables	14,792,115.34	4,009,847.71	9,000,000.00	1,780,173.89	2,093.74
INVENTORY OF SUPPLIES AND EQUIPMENT	513,568.82	427,928.33	–	–	85,640.49
LAND, BUILDINGS AND EQUIPMENT	96,369,910.48	–	96,369,910.48	–	–
AMOUNT REQUIRED FOR FUTURE BOND RETIREMENTS	22,171,000.00	–	22,171,000.00	–	–
TOTALS	$139,851,401.03	$7,665,382.14	$128,277,756.75	$3,565,932.55	$342,329.59

COMBINED BALANCE SHEET

As of December 31, 1964

LIABILITIES, RESERVES AND SURPLUS	COMBINED	GENERAL FUND	CAPITAL FUNDS	SPECIAL FUNDS	FOOD SERVICE FUND
LIABILITIES:					
Accounts Payable	$ 946,910.32	$ 907,322.48	$ –	$ 5,718.26	$ 33,869.58
Contracts Authorized	3,942,225.76	1,046,147.57	2,895,041.19	1,037.00	–
Due to Other Funds	260,353.00	–	–	260,262.40	90.60
Employe Withholding:					
Tax Sheltered Annuity	19,782.00	–	–	19,782.00	–
Income Tax	360,792.81	–	–	360,792.81	–
Social Security	102,393.97	–	–	102,393.97	–
Occupation Tax	4,860.00	–	–	4,860.00	–
Earned Income Tax	25,232.74	–	–	25,232.74	–
Group Insurance	12,640.34	–	–	12,640.34	–
Retirement	153,394.19	–	–	153,394.19	–
Payroll Savings	187,067.50	–	–	187,067.50	–
Hospitalization	27,850.16	–	–	27,850.16	–
United Fund	2,082.21	–	–	2,082.21	–
City Wage Tax	50,658.66	–	–	50,658.66	–
Bonds Payable Subsequent to Current Year	22,171,000.00	–	22,171,000.00	–	–
Total Liabilities	28,267,243.66	1,953,470.05	25,066,041.19	1,213,772.24	33,960.18
RESERVES:					
Taxes Uncollected, etc.	3,608,750.89	3,608,750.89	–	–	–
Deferred Income	251,464.77	251,464.77	–	–	–
Encumbrances	58,454.42	–	23,194.89	35,259.53	–
Encumbrances – Inventory	107,851.46	107,851.46	–	–	–
Expenditures Authorized	4,495,161.25	–	4,495,161.25	–	–
Sundry:					
Accrued Salaries	322.24	–	–	–	322.24
Petty Cash and Change Funds	714.91	–	–	714.91	–
Deferred Purchase Funds	2,708.46	–	–	–	2,708.46
Replacement of Equipment	48,183.79	–	–	–	48,183.79
Retirement Board	6,362.48	–	–	–	6,362.48
Vacation Salaries	7,125.32	–	–	–	7,125.32
Social Security	2,907.51	–	–	–	2,907.51
Total Reserves	8,590,007.50	3,968,067.12	4,518,356.14	35,974.44	67,609.80
SURPLUS:					
Committed for Special Purposes:					
Inventory Revolving Fund	400,000.00	400,000.00	–	–	–
Unencumbered Balances:					
General Fund	1,343,844.97	1,343,844.97	–	–	–
Capital Funds	2,323,448.94	–	2,323,448.94	–	–
Special Funds	2,316,185.87	–	–	2,316,185.87	–
Food Service Fund	240,759.61	–	–	–	240,759.61
Investment in Fixed Assets	96,369,910.48	–	96,369,910.48	–	–
TOTALS	$139,851,401.03	$7,665,382.14	$128,277,756.75	$3,565,932.55	$342,329.59

GENERAL OPERATING FUND
Fiscal Year Ending December 31, 1964



Cost per Pupil in Average Daily Attendance – $424.89
Enrollment – Average Daily Attendance – 78,177